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ABSTRACT

Tables, charts, and graphs convey supporting data that accompany text on various aspects of the Japanese educational system presented in this booklet. There are seven chapters: (1) Fundamental principles of education; (2) Organization of the educational system; (3) Basic statistics of education; (4) Curricula, textbooks, and instructional aids; (5) School teachers; (6) Educational administration and finance; and (7) Efforts toward educational reform. Seven appendices also are included: (1) Number of institutions, students, and teachers at different levels of education, May 1988; (2) Chronological table of the development of the modern educational system in Japan; (3) Organization of school system in Japan, 1941; (4) Historical trends in the proportion of the age group enrolled in education at different levels, 1880-1988; (5) Present organization of the ministry of education, science, and culture; (6) Some highlights of the recommendations of the National Council on Educational Reform; and (7) Policy guidelines for the implementation of educational reform. (DB)

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BASIC FACTS AND FIGURES

ABOUT THE

EDUCATIONAL SYSTEM

IN JAPAN

U.S. DEPARTMENT OF EDUCATION
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Tokyo, Japan

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This booklet was compiled mainly on the basis of the statistical and other information presented in the following publications of the Ministry of Education, Science and Culture, Japan:

1. *Outline of Education in Japan*. 1989.
2. *Education in Japan — A Graphic Presentation*. 1989.
3. *Mombu Tokei Yoran* (Statistical Abstract of Education, Science and Culture). 1989 Edition.
4. *MONBUSHO Ministry of Education, Science and Culture, Government of Japan, 1989.*

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SUMMARY BASIC INFORMATION ABOUT JAPAN AND ITS EDUCATIONAL SYSTEM

1. Some Basic Information about Japan

1. Population and area, October 1988		
(1) Population	122.8 million	
(2) Area	378 thousand km²	
(3) Population density	328 per km²	
2. Land utilization, 1986.	Forests and grassland	67.7%
	Agricultural area	14.5
	Residential area	4.0
	Others	13.8
3. Gross national product (GNP), 1987		
(1) GNP	345,292 billion yen	
(2) GNP per capita	2,829 thousand yen	
4. Labor force classified by industry, 1988	Primary industry	7.9%
	Secondary industry	33.6
	Tertiary industry	58.0
	Unknown	0.5
5. Government		
(1) The national government		
(a) Legislative organ	The National Diet composed of the House of Representatives (512 seats) and the House of Councillors (252 seats).	
(b) Executive organ	The Cabinet composed of the Prime Minister and not more than 20 Ministers of State, one of whom is the Minister of Education, Science and Culture.	
(2) Local governments	Japan is divided into 47 prefectures, which are further divided into 3,254 municipalities, as of October 1985. All the prefectural governors and municipal mayors, as well as the members of the local assemblies, are elected by the public.	

[Source] Statistics Bureau, Management and Coordination Agency. *Nihon Tokei Nenkan* (Japan Statistical Yearbook) 1989 Edition.

2. Summary Basic Information about the Educational System in Japan

Item	Summary information	To be referred to:
1. School System		
(1) Elementary and secondary education	Kindergartens: 1 – 3 years Elementary schools: 6 years Lower secondary schools: 3 years Upper secondary schools: 3 years	PP. 5 - 9
(2) Higher education	Colleges of technology: 5 years Junior colleges: 2 – 3 years Universities: 4 or more years	P. 9 - 12
2. Compulsory schooling	Nine years between the ages of 6 and 15 at elementary and lower secondary schools.	P. 5
3. Proportion of the age group enrolled in schools, 1988	Kindergarten: age range 3–5, Per cent 45.5% Elementary school: 6–11, 99.9 Lower secondary school: 12–14, 99.9 Upper secondary school: 15–17, 95.5 Higher education: 18–21, 32.5	P. 20
4. School curriculum	Each school organizes its own curriculum within the general framework of the national Course of Study issued by the Ministry of Education, Science and Culture.	P. 25 - 34
5. School textbooks	Practically all school textbooks are published by commercial publishers after authorization by the Ministry of Education, Science and Culture.	P. 35
6. Training and certification of school teachers	Elementary and secondary school teachers are trained in universities or junior colleges. Teacher certificates are awarded by prefectural boards of education.	P. 42

Item	Summary information	To be referred to:
7. Educational administration		
(1) The central education authority	The Ministry of Education, Science and Culture.	P. 50
(2) Local education authorities		
(a) Prefectural level	The prefectural board of educaton (composed of five members) in each of 47 prefectures.	PP. 50 - 54
(b) Municipal level	The municipal board of education (composed usually of five members) in each of 3,254 municipalities.	PP. 54 - 55
8. Educational finance		
(1) Major expenditures of the national government	(1) Expenditures for national educational establishments (universities and others) and services.	PP. 55 - 56
	(2) Education subsidies to prefectures, municipalities and private educational establishments. Major national subsidies for education include one half of teachers' salaries for public elementary and lower secondary schools.	
(2) Major expenditures of the prefectural government	(1) Expenditures of prefectural educational establishments (upper secondary schools, special schools and others) and services.	PP. 56
	(2) Teachers' salaries of municipal elementary, lower secondary and part-time upper secondary schools.	
	(3) Education subsidies to municipalities.	
(3) Major expenditures of the municipal government	Expenditures for operating municipal educational establishments (elementary and lower secondary schools and others)	PP. 56 - 59
(4) The share of education in national income and in public finance	In the fiscal year 1986 total public expenditures for education accounted for 6.4% of national income and 18.2% of net total government expenditures.	PP. 59

Chapter I

FUNDAMENTAL PRINCIPLES OF EDUCATION

The Constitution of Japan enacted in 1946 provides for the basic right of the people to receive education as follows: "All people shall have the right to receive an equal education correspondent to their abilities, as provided for by law."

The Fundamental Law of Education enacted in 1947 defines the central aim of education as bringing up self-reliant members of a peaceful and democratic community with a respect for human values.

To achieve this aim, the Law sets forth national principles of education such as equal opportunity of access to education, co-education, prohibition against partisan political education or sectarian religious education in public schools, and so on. With regard to equal opportunity of education, the Law prohibits "discrimination on account of race, creed, sex, social status, economic position or family origin."

More specific objectives and principles of education at different levels and areas are specified in the School Education Law and many other education laws and regulations which were enacted on the basis of the spirit of the Fundamental Law of Education.

Chapter II

ORGANIZATION OF THE EDUCATIONAL SYSTEM

Until the end of World War II, a "multi-track" school system was in force in Japan. (Appendix 3 presents a chart of the school system as of 1941.) Immediately after the war the school system shifted to a single-track 6-3-3 plan.

Chart 1 on page 6 shows the present organization of the educational system in Japan. Chart 2 presents the summary characteristics of each type of educational institution shown in Chart 1.

1. Elementary and Secondary Education

(1) Kindergartens (Yochi-en)

Kindergartens aim at helping pre-school children develop their mind and body by providing sound educative environment for them. Kindergartens admit children aged 3, 4 or 5, and provide them with one- to three-year courses of education. Three-year-olds are admitted to three-year courses, four-year-olds to two-year courses, and five-year-olds to one-year courses. The majority of the kindergartens are privately controlled.

Apart from kindergartens, there are *day nurseries (Hoiku-sho)* which also serve as pre-school educational institutions. While kindergartens are under the supervision of national and local education authorities, day nurseries are supervised by national and local welfare authorities. Day nurseries cater for those infants aged 0 to 5 inclusive who are in need of institutional care. The children aged 3 or more enrolled in these institutions are usually given similar instruction to that available in kindergartens. Most day nurseries are run by local governments.

(2) Elementary and Lower Secondary Schools

All children are required to attend both 6-year elementary and 3-year lower secondary schools. In other words, compulsory schooling lasts nine years (between the ages of 6 and 15). Practically all

Chart 1 ORGANIZATION OF EDUCATIONAL SYSTEM

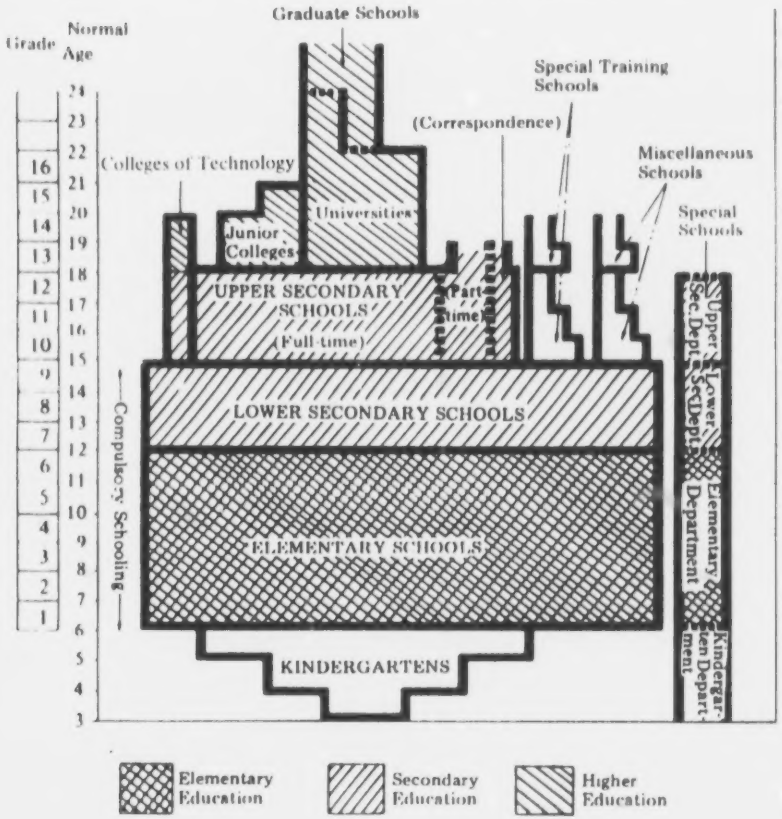


Chart 2 Characteristics of Each Type of Educational Institution

Type of School or Course		Length of Course (in years)	Qualification for Admission
1. Kindergarten	One-year course	1	Age of five
	Two-year course	2	Age of four
	Three-year course	3	Age of three
2. Elementary School		6	Age of 6
3. Lower Secondary School		3	Completion of elementary school course Age of 12
4. Upper Secondary School	Full-time course	3	Graduation from lower secondary school Age of 15 or more
	Part-time course	3 or more	
	Correspondence course	3 or more	
5. Special School for the Handicapped	Kindergarten, elementary, lower secondary and upper secondary departments	Same as in kindergarten, elementary, lower secondary, and upper secondary schools, respectively.	
6. College of Technology		5	Graduation from lower secondary school Age of 15 or more
7. Junior College	Two-year course	2	Graduation from upper secondary school Age of 18 or more
	Three-year course	3	
8. University	Bachelor's course	4 or more	Graduation from upper secondary school Age of 18 or more
	Master's course	2 or more	Bachelor's degree
	Doctor's course	5 or more	
9. Special Training School	Upper secondary course	1 or more	Completion of lower secondary schooling
	Advanced or college course	1 or more	Completion of upper secondary schooling
	General course	1 or more	–
10. Miscellaneous School		3 to 12 months or 1 year or more	Completion of lower secondary schooling Completion of upper secondary schooling

hildren are enrolled in both elementary and lower secondary schools.

3) Upper Secondary Schools

Those who have completed the lower secondary school course nay go on to an upper secondary school on a competitive basis.

There are three types of upper secondary school course: full-ime, part-time and correspondence. The full-time course lasts three ears, while both the part-time and the correspondence courses four /ears or more. (Part-time courses are of two types: day course and vening course. The majority of them are evening courses.) The reater majority (approximately 95% in 1988) of upper secondary chool students are enrolled in full-time courses.

In terms of the content of teaching provided, the upper second-ry school courses may be classified into two categories: the general nd the specialized. General courses provide general education dapted to the needs of those who wish to advance to higher educa-tion, as well as those who are going to get employment but have hosen no specfic vocational area.

Specialized courses are intended to provide vocational or other pecialized education for those students who have chosen a parti-ular vocational area as their future career. These courses are further lassified into several categories: technical, commercial, agricultural, fishing, domestic arts, fine arts, science-mathematics, etc.

In 1988, 75% of all courses offered in upper secondary schools were general courses, while 25% of them were specialized courses.

(4) Special Schools for the Handicapped

Special schools aim at giving physically or mentally handi-apped children special education adapted to the needs of such hildren. There are three types of special school: school for the blind, school for the deaf; and school for those otherwise handi-apped (namely, those children who are mentally retarded, physical-ly handicapped or who are too weak to attend ordinary schools.)

Special schools usually have at least two departments: elemen-tary and lower secondary. Some schools have a kindergarten department and/or an upper secondary department, in addition

to elementary and lower secondary ones.

Each department provides education corresponding to educa-tion available in a kindergarten, elementary school, lower secondary school or upper secondary school. In addition, special schools offer handicapped children such knowledge and skills as are deemed neces-sary to help them overcome their mental or physical handicaps.

All school-age children with relatively heavy handicaps are required to attend a special school appropriate for their handicaps. (Those school-age children with relatively light handicaps are to be enrolled in special classes provided in some ordinary elementary and lower secondary schools. Most of these classes are those for the mentally retarded.)

2. Institutions of Higher Education

In Japan there are three types of institution of higher educa-tion: junior college, college of technology and university.

(1) Junior Colleges (Tanki-daigaku)

Junior colleges provide upper secondary school graduates with two- or three-year programs in different fields of study. In May 1988 there were 571 junior colleges in Japan. Most courses offered in these colleges are in the fields of humanities, social sciences and home economics. The majority of students enrolled in these colleges are women.

The credits acquired at junior colleges may be counted as part of the credits leading to the bachelor's degree.

(2) Colleges of Technology (Koto-senmon-gakkō)

Unlike junior colleges, colleges of technology require for admission the completion of lower secondary schooling and offer 5-year (or 5.5-year) consistent programs for the training of semi-professionals. A college of technology usually offers several courses in engineering and mercantile marine studies. The duration of course is five years for engineering courses, and five and a half years for mercantile marine courses. There are a variety of engineering

courses including those in mechanical engineering, electric engineering, chemical engineering and civil engineering.

Colleges of technology came to existence in 1962, and there were 62 colleges in May 1988.

(3) Universities (Daigaku)

Universities require for admission the completion of upper secondary schooling or its equivalent, and offer at least 4-year courses (6-year courses in medicine and dentistry) leading to the bachelor's degree. In May 1988 there were 490 universities in Japan.

A university may set up a graduate school offering advanced study in a variety of fields leading to master's and doctor's degrees. There are graduate schools in about 60% of the universities. The length of the master's degree course is two years beyond the bachelor's degree, and that of the doctor's degree course five years (four years in medicine and dentistry) beyond the bachelor's degree.

New types of university There are a small number of new-type national universities based on new concepts and ideas. Major examples of these universities are as follows:

1) *University of Tsukuba* In 1973 the government set up a University of Tsukuba at the foot of Mt. Tsukuba in Ibaragi Prefecture, as an entirely new type of university where a new pattern of educational and research structure was adopted instead of the conventional system of faculty and chair.

The university has set up six college clusters as units of educational activities and 26 institutes as units of research activities.

Though educational and research functions have been distinguished in form, these functions have been organically combined, with a view to integrating both functions more successfully.

2) *Universities of technology and science* In 1976 two universities of technology and science were set up as new universities designed to admit primarily graduates from colleges of technology and technical upper secondary schools. They are intended to provide

these graduates with a new type of engineering education where emphasis is given to graduate programs. The main entrants to these universities are graduates from colleges of technology, who are admitted to the third year of undergraduate course. Due account is given to accepting graduates from technical upper secondary schools mainly on the basis of recommendation from individual schools concerned.

3) *New universities of education* In 1978 two new universities of education were established, and the third one was set up in 1981.

The main objective of these universities is to contribute to the improvement of the quality of school teachers through providing them with opportunities of advanced in-service training. Each university is composed of a graduate school and an undergraduate faculty for elementary school teacher training. The graduate school is primarily designed to admit in-service elementary and secondary school teachers and provide them with practical advanced study and training to help them improve their own professional competence.

4) *University of Physical Education* In 1981 a University of Physical Education was set up in Kanoya, Kagoshima Prefecture. This university is designed to train physical education experts who are capable not only of serving as school teachers of physical education but also of helping community people improve their health and physical fitness. The university puts emphasis on the training of experts who will work in the field of non-formal, rather than formal education.

5) *Library Information University* In 1979 a national Library Information University was set up in Tsukuba, Ibaraki Prefecture. This university carries out theoretical and practical education related to library information science, a new discipline in which traditional library science and contemporary information science have been combined and integrated. The university is designed to train key professional staff for libraries and information and documentation

centers.

6) *Graduate University for Advanced Studies* In 1988 a national Graduate University for Advanced Studies was set up in Yokohama. In close cooperation with national inter-university research institutes, this new independent graduate school is designed to offer high-level graduate education, utilizing the research resources of the inter university institutes. It is also intended to make its activities open to the international community.

7) *The University of the Air* In April 1983 a degree-granting University of the Air was established under the auspices of the national government. The University is intended to give more people a university education by means of new teaching processes making effective use of television and radio programs, and thus to cope with the needs of a new era of lifelong learning.

The University has a Faculty of Liberal Arts. The Faculty aims to meet diverse needs of students by providing them with enriched general education as well as with specialized education useful for their real life. The Faculty covers a wide range of disciplines and offers three courses based on interdisciplinary approaches: (1) Science in Everyday Life; (2) Industrial and Social Studies, and (3) Humanities and Natural Science.

In April 1989 there were 26,076 students enrolled in the University. Most students were working people including housewives. Students who are in their thirties account for a relatively large proportion of total students.

3. Other Educational Institutions

In addition to the above-mentioned elementary and secondary schools and institutions of higher education, there are a great number of educational establishments called *miscellaneous schools* (Kakushu-gakko) and *special training schools* (Senshu-gakko).

1) *Miscellaneous Schools* Miscellaneous schools provide people

of varied ages with vocational and practical courses such as those in automobile driving, bookkeeping, abacus, dressmaking, foreign languages, cooking, etc. The length of course at these schools is usually one year or more.

2) *Special Training Schools* In 1976, a new type of educational institution was inaugurated. It was stipulated by law that those miscellaneous schools offering systematic educational activities of an optimum standard may be legally designated as "special traning schools".

Special training schools offer systematic educational activities intended to help students develop their abilities required for vocational and daily life, and also to help improve their cultural standard.

These schools are required by law to enroll at least 40 students constantly, and to offer courses lasting at least one year. They must also conform to specific national standards set forth by the Ministry of Education, Science and Culture. According to these standards special training schools must, for example, give students instruction for at least 800 school hours per year.

The courses at special training schools may be classified into three categories: (1) upper secondary courses admitting lower secondary school graduates: (2) advanced or college courses admitting upper secondary school graduates; and (3) other courses admitting any students regardless of their academic attainment. Those special training schools offering upper secondary courses may be called "upper secondary special training schools", while those offering advanced or college courses "special training colleges".

In the light of the recommendation which the National Council on Educational Reform made in its first report in June 1985 (See *Chapter VII Efforts towards Educational Reform*), the Ministry of Education, Science and Culture authorized that, effective from 1986, qualification for university admission be granted to students who have completed a special training school upper secondary course lasting three years or more which has been designated by the Minister.

Both special training schools and miscellaneous schools are expected to develop as institutions of lifelong learning for a wide

range of people, by offering more diverse subjects and by adopting new patterns of teaching and learning, so as to meet the differing needs of students.

4. Process for Admission to Educational Institutions

(1) Admission to Upper Secondary Schools and Colleges of Technology

All pupils who have completed lower secondary education are entitled to apply for upper secondary schools or colleges of technology.

Local public upper secondary schools and colleges of technology select students on the basis of both the scholastic achievement test given by the prefectural board of education and the records on each applicant presented in the report submitted by the lower secondary school.

In most prefectures, there are a number of upper secondary school attendance areas. Pupils living in these prefectures can apply only for upper secondary schools located in the attendance area where they live. Such an arrangement is intended to help secure equal opportunity for access to upper secondary education.

In 1988, 94.5% of lower secondary school graduates advanced to either upper secondary schools or colleges of technology.

(2) Admission to Universities and Junior Colleges

Admission to universities and junior colleges is obtained on a competitive basis. The selection method most widely utilized is the scholastic achievement test (including the nation-wide Joint Achievement Test noted below), while reports submitted by upper secondary schools are also taken into account. Recently, however, the number of universities admitting a certain number of students mainly on the basis of the recommendation from upper secondary school principals has been increasing.

In 1988 the number of entrants to universities and junior colleges accounted for 36.7% of the age group.

Current Process for Selecting Entrants to Public Universities In 1979 a new selection process was introduced for the selection of entrants to national and local public universities.

Under this process, a nation-wide Joint Achievement Test in five academic subject areas is conducted as the first-stage selection process. It aims to evaluate the general and basic achievement which applicants have acquired at upper secondary schools. This achievement test of an objective type is conducted simultaneously throughout the country, and administered jointly by the National Center for the University Entrance Examination and all national and local public universities.

At the second stage, individual universities administer their own entrance examination to evaluate applicants' specific abilities and aptitudes by means of various tests including essay tests, interviews, etc.

Final judgement is made after an overall evaluation of the results obtained by individual applicants in these two-stage examinations, as well as of the report submitted by applicants' upper secondary schools.

In June 1985 the National Council on Educational Reform, an advisory body to the Prime Minister, published its first report on educational reform. In this report the Council stressed the need to help remedy the ill effects of excessive competition for university admission which are characterized by an undue emphasis on applicants' standard scores on achievement tests. The Council urged every university to strive to reform the content and methods of its entrance examination with the aim of developing its own distinctive selection procedures.

To this end, the Council recommended that the existing Joint Achievement Test now utilized by all national and local public universities be replaced by a new "Common Test" to be utilized voluntarily by any university, national, local or private.

In response to this recommendation, the Ministry of Education, Science and Culture decided to introduce a new testing program. The new test began to be conducted in Spring 1990. All national and local public universities and 16 private ones utilized the test as part of the process of selecting their entrants.

5. Education of Adults and Out-of-school Youths

In addition to the different types of educational institutions mentioned above, there are various types of public facilities for "social education" (shakai-kyōiku), which means organized activities for education of youths and adults other than those provided in the curriculum of schools and universities. These facilities include "citizens' public halls," "youth houses", "children's centers", women's education centers, museums, libraries, audio-visual centers, and various facilities for physical education and sports.

(1) Citizens' Public Halls (Kōminkan)

Citizens' public halls are key facilities for social education in the community. They undertake a variety of educational and cultural programs adapted to the needs of community people. At present, citizens' public halls exist in more than 90% of all municipalities throughout the country. They are carrying out various activities which include the operation of different kinds of courses, classes, lectures and exhibitions, lending of books, and holding of meetings for physical training and recreation. They also open their facilities to the public for their voluntary learning activities. In July 1987 there were 17,440 citizens' public halls in Japan.

(2) Public Libraries and Museums

In July 1987 there were 1,801 public libraries and 737 public museums throughout the country. There are several categories of museums: history museums, art galleries, science and technology museums, natural history museums, zoological gardens, botanical gardens, aquaria, etc.

(3) Youth Houses (Seinen-no-ie)

Youth houses are public facilities designed to help develop young people with sound bodies and minds by means of providing them with opportunities for residential group training and outdoor activities and for the exchange of experience and information among young people themselves.

Youth houses may be broadly classified into two categories:

residential and non-residential. The former are located in rural areas, while the latter in urban communities.

In July 1987 there were 439 youth houses, of which 256 were residential ones.

(4) Children's Centers (Shōnen-shizen-no-ie)

Children's centers are public facilities designed to provide elementary and lower secondary school children with an opportunity of becoming familiar with nature, and also to assist them, through residential group activities, in developing sound bodies and minds.

These centers are located in rural areas and equipped with lodging accommodations.

In July 1987, there were 255 children's centers in Japan.

(5) Women's Education Centers

Women's education centers are public facilities for women intended to help improve the capabilities of women and enhance their knowledge and techniques. They undertake their own programs for the training of leaders in women's education, for the exchange of experience and information among women, and for providing women with useful information. These centers also make their facilities and equipment available to voluntary women's groups and organizations for educational and training purposes.

In April 1987, there were 195 women's education centers in Japan.

(6) Audio-visual Centers

Audio-visual centers are community facilities which make audio-visual teaching aids and materials available to schools, social education facilites and community people. These centers also provide them with advisory and other services concerning the use of audio-visual techniques in educational activities.

In January 1988 there were 870 audio-visual centers throughout the country.

(7) Facilities for Physical Education and Sports

There are a great number of playgrounds, gymnasiums, swimming pools and other public facilities for physical education and sports used by community people. (There were 60,777 public facilities of this type in July 1985.) In addition, many physical education facilities attached to public schools are made available to the general public for their use during the hours when they are not used for school activities.

Chapter III

BASIC STATISTICS OF EDUCATION

1. Number of Institutions, Students and Teachers at Different Levels of Education

Table 1 presents the total number of educational institutions and total enrollment therein, as of May 1988.

Table 1 Total Number of Institutions and Total Enrollment by Type of Institution, May 1988

Type of Institution	Number of Institutions	Enrollment (in thousand)
Kindergartens	15,115	2,042
Elementary schools	24,901	9,873
Lower secondary schools	11,266	5,896
Upper secondary schools	5,512	5,533
Special schools	931	96
Universities	490	1,995
Junior colleges	571	450
Colleges of technology	62	51
Special training schools	3,191	700
Miscellaneous schools	3,685	452
Total	65,724	27,088

The total enrollment in all educational institutions was approximately 27 million, or 22.2% of the total population of the country in 1988.

The numbers of institutions, students and full-time teachers, by type of control, are presented in Appendix 1 on pages 83 and 84.

2. Proportion of the Age Group Enrolled in Schools

Table 2 shows historical trends in the proportion of the age group enrolled in educational institutions of each level, since 1950.

Table 2 Proportion of the Age Group Enrolled in Educational Institutions of Each Level, 1950-1988

Year	Kindergarten	Elementary and lower secondary school	Upper secondary school	Higher education
(Age range)	(3 5)	(6 14)	(15 17)	(18 21)
1950	4.2%	99.6%	36.9%	5.1%
1960	15.1	99.8	55.5	9.7
1970	34.1	99.9	79.9	18.7
1980	42.6	99.9	92.9	27.4
1988	45.5	99.9	95.5	32.5

As indicated in this table, the proportion of the age group enrolled in kindergartens, in upper secondary schools and in institutions of higher education substantially increased during the thirty years between 1950 and 1980. In 1980 the proportion of young people aged 15 to 17 enrolled in upper secondary schools reached about 93%. It can be said that upper secondary education has been universalized in Japan.

Appendix 4 presents historical trends in the proportion of the age group enrolled in formal education of each level, at ten-year intervals, since the beginning of a modern system of national education in Japan.

3. Enrollment Classified by Sex

Table 3 presents the percentage distribution of enrollment by sex, for insitutions beyond the compulsory education level, as of May 1988.

Table 3 Percentage Distribution of Enrollment by Sex, May 1988

Type of institution	Total enrollment	Male	Female
Upper secondary schools	100.0%	50.4%	49.6%
Colleges of technology	100.0	94.1	5.9
Junior colleges	100.0	9.2	90.8
Universities (undergraduate)	100.0	74.1	25.9
Graduate schools	100.0	85.3	14.7
Special training schools	100.0	46.3	53.7
Miscellaneous schools	100.0	50.0	50.0

After World War II, based on the constitutional provisions on equal opportunities for both sexes, there was a marked increase in the proportion of girls advancing to educational institutions beyond compulsory education. As a result, girl students now account for one half of total enrollment in upper secondary schools.

The proportion of students advancing to universities is still much higher for boys than for girls. Nearly 75% of undergraduate students at universities were men in 1988. On the other hand, the proportion of students advancing to junior colleges is much higher for girls than for boys. In 1988 about 90% of junior college students wee women.

4. Enrollment Classified by Type of Establisher of Schools

Table 4 shows the percentage distribution of enrollement by type of establisher of schools, for each school level.

In Japan almost all compulsory schools, i.e., elementary and lower secondary schools, are run by local governments. Private

institutions play a substantial part at the upper secondary and higher education levels, as well as at the pre-school level. Nearly 30% of upper secondary students and nearly three-quarters of university students are enrolled in private institutions. Private kindergartens take up three-quarters of total enrollment in kindergartens.

Regarding colleges of technology and graduate schools, the majority of students are enrolled in national institutions.

Table 4 Percentage Distribution of Enrollment by Type of Establisher of Schools, May 1988

Type of institution	Total enrollment	National	Local public	Private
Kindergartens	100.0%	0.3%	22.9%	76.8%
Elementary schools	100.0	0.5	98.9	0.6
Lower secondary schools	100.0	0.6	96.1	3.3
Upper secondary schools	100.0	0.2	71.6	28.2
Colleges of technology	100.0	85.4	8.1	6.5
Junior colleges	100.0	4.2	4.9	90.9
Universities (undergraduate)	100.0	22.2	2.8	75.0
Graduate schools	100.0	63.2	4.2	32.6
Special schools	100.0	3.9	95.2	0.9
Special training schools	100.0	2.6	3.7	93.7
Miscellaneous schools	100.0	0.0	1.9	98.1

5. Enrollment Classified by Type of Course

Chart 3 presents the percentage distribution of enrollment in full-time courses of upper secondary schools by type of course. More than 74% of students in these courses are enrolled in general (academic) courses.

Chart 4 shows the percentage distribution of university and junior college students by major field of study.

Chart 3 PERCENTAGE DISTRIBUTION OF UPPER SECONDARY SCHOOL STUDENTS BY TYPE OF COURSE, MAY 1988

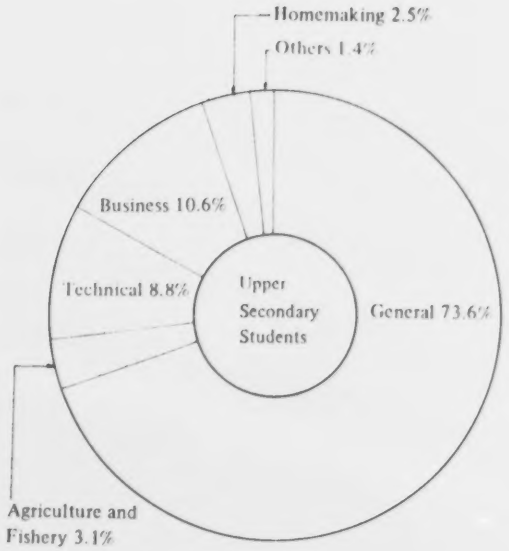
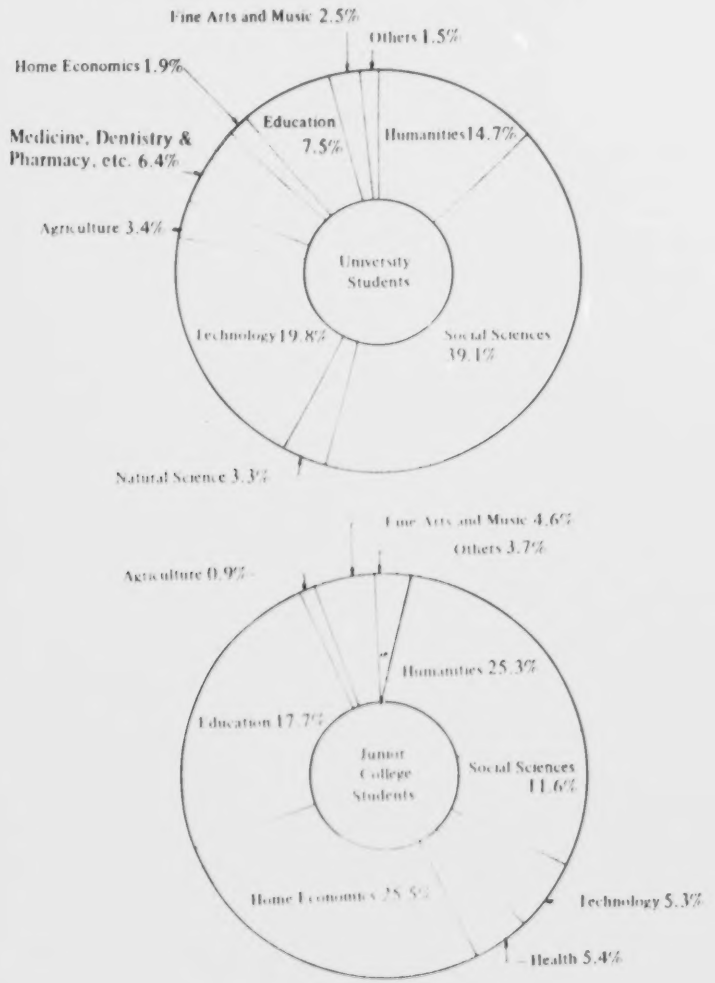


Chart 4 PERCENTAGE DISTRIBUTION OF UNIVERSITY AND JUNIOR COLLEGE STUDENTS BY MAJOR FIELD OF STUDY, MAY 1988



Chapter IV

CURRICULA, TEXTBOOKS AND INSTRUCTIONAL AIDS

1. Curricula in Elementary and Secondary Schools

(1) General Framework

The names of subjects to be taught in elementary and lower secondary schools, as well as the standard number of yearly school hours to be devoted to each subject, are specified in the "Regulations for the Enforcement of the School Education Law" promulgated by the Ministry of Education, Science and Culture. In the same regulations the Ministry also sets forth a list of subjects to be offered in upper secondary schools.

The basic framework for school curricula including the objectives and standard teaching content in each subject is outlined in the "Course of Study" issued by the Ministry for each of three school levels: elementary, lower secondary and upper secondary. Each Course of Study is compiled on the basis of recommendations by the Curriculum Council, an advisory body to the Minister. It is the aim of the Course of Study to help ensure that an optimum level of teaching and learning be secured in all elementary and secondary schools throughout Japan.

Each school organizes its own curriculum in accordance with the Course of Study, and in due consideration of the real circumstances of the school and the locality in which the school is located, as well as of the abilities, aptitudes and future prospects of the individual pupils enrolled.

The Course of Study for each school level has been revised once every ten years or so. The current Course of Study was put into effect in 1980 for elementary schools, in 1981 for lower secondary schools, and in 1982 for upper secondary schools, respectively.

On 15th March 1989 the Monbusho published revised Courses of Study for each school level, kindergarten, elementary school, lower secondary school and upper secondary school.

In revising these Courses of Study, the Monbusho took account of anticipated changes in our society and the resulting changes in the life and attitudes of young people. It intended to provide children with a sound foundation for their lifelong learning. The basic aim of the revision of the Courses of Study is to ensure, keeping the 21st century in view, the development of people with rich hearts who will be capable of coping with the changes in our society such as internationalization in different sectors and the spread of information media. The main objectives of the revision are as follows:

(1) To anempt to develop young people who have rich and strong hearts and minds, through the whole educational activities of the school, while taking account of children's levels of development, as well as of the characteristics of respective subjects.

(2) To place more emphasis on basic and essential knowledge and skills required of every citizen of our country, and to enhance such educational programs as will enable each child to give full play to his or her individuality. A consistency in the curriculum for each subject area should be secured among different school levels from elementary to upper secondary school.

(3) To attach more importance to the nurture of children's capacity to cope positively with changes in society, as well as to the provision of a sound base for fostering children's creativity. Children's willingness to learn how to learn is also to be stimulated.

(4) To put more value on developing in children an attitude of respecting Japanese culture and traditions, as well as an increased understanding of cultures and histories in other countries in the world. Thus children should be helped to develop the qualities required of a Japanese living in the international community.

The revised Course of Study will be put into effect in 1992 for all grades of elementary school, and in 1993 for all grades of lower secondary school. The revised Course of Study for upper secondary school will become effective progressively from 1994. (Specifically, it will become effective in 1994 for the 10th grade, in 1995 for the 11th grade, and in 1996 for the 12th grade.)

(2) Curricula in Elementary and Lower Secondary Schools

Tables 5 and 6 present the names of subjects to be taught in elementary and lower secondary schools, as well as the standard number of yearly school hours to be devoted to each subject.

Table 5 Standard Number of Yearly School Hours[1][2] in Elementary Schools

Subjects, etc.	1st grade	2nd grade	3rd grade	4th grade	5th grade	6th grade
Japanese Language	272 (306)	280 (315)	280	280	210	210
Social Studies	68 ( )	70 ( )	105	105	105	105
Arithmetic	136	175	175	175	175	175
Science	68 ( )	70 ( )	105	105	105	105
Life Environment Studies	(102)	(105)				
Music	68	70	70	70	70	70
Drawing and Handicrafts	68	70	70	70	70	70
Homemaking					70	70
Physical Education	102	105	105	105	105	105
Moral Education[3]	34	35	35	35	35	35
Special Activities[4]	34	35	35	70	70	70
Total	850	910	980	1,015	1,015	1,015

(Notes)
(1) One school hour is defined as a class period or 45 minutes. The schools must give instruction for 35 weeks or more per year.
(2) The figures in parentheses indicate the number of school hours under the revised Course of Study which will be put into effect in the school year 1992 for all grades.
(3) In private elementary schools, a part or all of the school hours for moral education may be replaced by religious education.
(4) "Special Activities" include pupils' assemblies, club activities, school events, and guidance.

Table 6 Standard Number of Yearly School Hours[1][2] in Lower Secondary Schools

	Subjects, etc.	7th grade	8th grade	9th grade
Required subjects	Japanese Language	175	140	140
	Social Studies	140	140	105 (70-105)
	Mathematics	105	140	140
	Science	105	105	140 (105-140)
	Music	70	70 (35-70)	35
	Fine Arts	70	70 (35-70)	35
	Health and Physical Education	105	105	105 (105-140)
	Industrial Arts and Home-making	70	70	105 (70-105)
Moral Education[3]		35	35	35
Special Activities[4]		70 (35-70)	70 (35-70)	70 (35-70)
Elective subjects, etc.[5]		105 (105-140)	105 (105-210)	140 (140-280)
Total		1,050	1,050	1,050

(Notes)
(1) One school hour in this table shall be fifty minutes. The schools must give instruction for 35 weeks or more per year.
(2) The figures in parentheses indicate the number of school hours under the revised Course of Study which will be put into effect in the school year 1993 for all grades.
(3) In private schools a part or all or school hours for moral education may be substituted with religious education.
(4) "Special Activities" include pupils' assemblies, club activities, school events, and guidance.
(5) "Elective Subjects" include foreign languages. (As a matter of fact, the greater majority of pupils choose English as an elective subject.) The number of teaching hours for elective subjects etc. shall be allotted to more than one elective subject and to additional teaching in Special Activities.

(3) Curricula in Upper Secondary Schools

The Course of Study for Upper Secondary Schools sets forth the general guidelines on the objectives and teaching content of the different subjects to be offered in upper secondary schools. The Course of Study specifies the standard number of credits to be earned by students in each of the subjects. It also defines the subjects to be required of all students irrespective of the type of course in which they are enrolled.

Further, the Course of Study lays down additional credit requirements for each of the two types of course: general and specialized (vocational).

Table 7 presents the names of subjects to be offered in general and vocational courses and the standard number of credits to be earned in each of these subjects. It also indicates the names of required subjects which must be learned by all students.

Within the framework of the Course of Study, each school organizes its own curriculum in accordance with the type(s) of course it offers. It provides for their students a set of required and elective subjects appropriate for the type(s) of course. It may require students to learn more subjects and more credits than specified in the Course of Study.

As mentioned on pages 25 and 27, in 1989 the Ministry of Education, Science and Culture published a revised Course of Study for Upper Secondary Schools, wich will become effective progressively from 1994. Table 8 presents the names of general education subjects and the standard number of credits as are prescribed in the revised Course of Study. The subjects required of all studets are also indicated.

Table 7 Present Standard Number of Credits to be Earned in Different Subjects by Students Enrolled in Upper Secondary Schools

– Under the Present Course of Study –

a. General (academic) courses

Subject areas	Subjects	Standard Number of Credits	Required Subjects
Japanese Language	Japanese Language I	4	O
	Japanese Language II	4	
	Japanese Language expression	2	
	Contemporary Japanese Language	3	
	Classics	4	
Social Studies	Contemporary Society	4	O
	Japanese History	4	
	World History	4	
	Geography	4	
	Ethics	2	
	Politics and Economy	2	
Mathematics	Mathematics I	4	O
	Mathematics II	3	
	Algebra and Geometry	3	
	Basic Analysis	3	
	Differential and Integral Calculus	3	
	Probability and Statistics	3	
Science	Science I	4	O
	Science II	2	
	Physics	4	
	Chemistry	4	
	Biology	4	
	Earth Science	4	
Health and Physical Education	Physical Education	7 – 9 (2)	O
	Health	2	O
Art	Music I	2	O (3)
	Music II	2	
	Music III	2	
	Fine Arts I	2	
	Fine Arts II	2	
	Fine Arts III	2	
	Crafts Production I	2	
	Crafts Production II	2	
	Crafts Production III	2	
	Calligraphy I	2	
	Calligraphy II	2	
	Calligraphy III	2	
Foreign Languages	English I	4	
	English II	5	
	English II A	3	
	English II B	3	
	English II C	3	
	German		
	French		
	Other Foreign Languages		
Home Economics	General Home Economics	4	O (for girls)

Total credits in required subjects

Boys 32 credits in 7 subjects

Girls 32 credits in 8 subjects

Total number of credits which all students must earn before the completion of an upper secondary school course

80 credits or more

Remarks

(1) One credit consists of 35 class hours. A class period of 50 minutes is defined as one class hour.

(2) 11 for boys enrolled in full-time courses

(3) 3 credits from among Music I, Fine Arts I, Crafts Production I and Calligraphy I, or 2 credits from among these subjects plus one credit from among Music II, Fine Arts II, Crafts Production II and Calligraphy II

Table 7 Present Standard Number of Credits to be Earned in Different Subjects by Students Enrolled in Upper Secondary Schools

b. Vocational Courses

Subject Areas	Subjects	Standard Number of Credits	Required Subjects
Japanese Language	Japanese Language I	4	O
	Japanese Language II	4	
	Japanese Language Expression	2	
	Contemporary Japanese Language	3	
	Classics	4	
Social Studies	Contemporary Society	4	O
	Japanese History	4	
	World History	4	
	Geography	4	
	Ethics	2	
	Politics and Economy	2	
Mathematics	Mathematics I	4	O
	Mathematics II	3	
	Algebra and Geometry	3	
	Basic Analysis	3	
	Differential and Integral Calculus	3	
	Probability and Statistics	3	
Science	Science I	4	O
	Science II	2	
	Physics	4	
	Chemistry	4	
	Biology	4	
	Earth Science	4	
Health and Physical Education	Physical Education	7 9	O
Physical Education	Health	2	O
Art	Music I	2	
	Music II	2	
	Music III	2	
	Fine Arts I	2	
	Fine Arts II	2	
	Fine Arts III	2	O (2)
	Crafts Production I	2	
	Crafts Production II	2	
	Crafts Production III	2	
	Calligraphy I	2	
	Calligraphy II	2	
	Calligraphy III	2	
Foreign Languages	English I	4	
	English II	5	
	English II A	3	
	English II B	3	
	English II C	3	
	German		
	French		
	Other Foreign Languages		
Home Economics	General Home Economics	4	O (for girls)

Total credits on required subjects (general education)
Boys: 27 credits from 7 subjects
Girls: 31 credits from 8 subjects

Vocational Subjects	Vocational subjects in respective vocational fields (Business, Agriculture, Fishery, Industry, Nursing, Science & Mathematics, Music and Art)	30 or more	O

Total number of credits which all students must earn before the completion of an upper secondary school course: 80 credits or more.

Remarks
(1) One credit consists of 35 class hours. A class period of 50 minutes is defined as one class hour.
(2) 2 credits from among Music I, Fine Arts I, Crafts Production I and Calligraphy I.
(3) In Business courses, maximum 10 credits of Foreign Language may be included in "vocational subjects". In other courses, maximum 5 credits of general education subjects may be included in 30 credits of "vocational subjects".

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Table 8 Revised Standard Number of Credits to be Earned in General Education Subjects by Students Enrolled in Upper Secondary School (To become effective progressively from April 1994.)

Subject Areas	Subjects	Standard number of credits	Subjects required of all students
Japanese Language	Japanese Language I	4	○
	Japanese Language II	4	
	Japanese Language Expression	2	
	Contemporary Japanese Language	4	
	Contemporary Japanese Use and Usage	2	
	Classics I	3	
	Classics II	3	
	Appreciation of Classics	2	
Geography and History	World History A	2	One of these two subjects
	World History B	4	
	Japanese History A	2	One of these four subjects
	Japanese History B	4	
	Geography A	2	
	Geography B	4	
Civics	Contemporary Society	4	○
	Ethics	2	or ○ ○
	Politics and Economy	2	
Mathematics	Mathematics I	4	○
	Mathematics II	3	
	Mathematics III	3	
	Mathematics A	2	
	Mathematics B	2	
	Mathematics C	2	
Science	Integrated Science	4	*
	Physics I A	2	
	Physics I B	4	
	Physics II	2	
	Chemistry I A	2	

Science *continued*	Chemistry I B	4	
	Chemistry II	2	
	Biology I A	2	
	Biology I B	4	
	Biology II	2	
	Earth Science I A	2	
	Earth Science I B	4	
	Earth Science II	2	
Health and Physical Education	Physical Education	7 ~ 9	○
	Health	2	○
Art	Music I	2	One of these four subjects
	Music II	2	
	Music III	2	
	Fine Art I	2	
	Fine Art II	2	
	Fine Art III	2	
	Crafts Production I	2	
	Crafts Production II	2	
	Crafts Production III	2	
	Calligraphy I	2	
	Calligraphy II	2	
	Calligraphy III	2	
Foreign Language	English I	4	
	English II	4	
	Oral Aural Communication A	2	
	Oral Aural Communication B	2	
	Oral Aural Communication C	2	
	Reading	4	
	Writing	4	
	German		
	French		
Home Economics	General Home Economics	4	One of these three subjects
	Home Life Technics	4	
	General Home Life	4	

* Two subjects from among (1) Integrated Science, (2) Physics I A or I B, (3) Chemistry I A or I B, (4) Biology I A or I B, and (5) Earth Science I A or I B.

2. Textbooks Used in Elementary and Secondary Schools

(1) Authorization and Adoption of Textbooks

Textbooks are main tools of teaching and learning in various subjects in elementary and secondary schools in this country. All elementary and secondary schools are required to use textbooks in the classroom teaching of each subject.

As a principle, all textbooks to be used in schools must be either those authorized by the Minister of Education, Science and Culture, or those compiled by the Ministry itself. Practically all textbooks currently used in schools are those published by commercial publishers after the authorization by the Minister. (Textbooks compiled by the Ministry itself are limited to those for certain vocational and other subjects which, due to a very limited market existing, no commercial publisher would be willing to publish.)

The "authorization" of textbooks means that, after examining draft textbooks written and compiled by individual authors or a group of authors, the Minister approves those which he deems suitable as textbooks.

The local board of education has the power of adopting textbooks to be used in public schools under its supervision. On the other hand, the power of adopting textbooks to be used in a national or private school rests with the principal of the school.

The adoption of textbooks for elementary and lower secondary schools is to be made every three years. In other words, a textbook once adopted in a particular locality is to be used in the schools in the locality for three years.

(2) Distribution of Textbooks

With a view to complying with the spirit of Article 26 of the Constitution that "compulsory education shall be free", the national government supplies textbooks free of charge to all children enrolled in elementary and lower secondary schools including private ones. All costs for the free distribution are met by the Ministry of Education, Science and Culture.

Upper secondary school students enrolled in full-time courses buy their own textbooks at designated bookshops, while students

enrolled in either part-time or correspondence courses are provided with free textbooks.

3. Instructional Aids and Equipment in Elementary and Secondary Schools

In order to help ensure that an optimum level of efficiency is maintained with regard to classroom teaching in different subjects at elementary and secondary schools throughout the country, the Ministry of Education, Science and Culture promulgates specific regulations on national standards for instructional aids and equipment to be furnished within schools. There are two kinds of standards: those for science teaching aids and equipment at elementary and secondary schools; and those for instructional aids and equipment for vocational education at secondary schools. These standards lay down the standard items and quantity of relevant instructional aids and equipment to be installed in schools.

On the basis of these standards the national government provides subsidies to local governments (and private schools) for their expenditures incurred to meet these standards for school equipment. The government subsidizes one-half of expenditures for science equipment, as well as one-third of expenditures for vocational education equipment.

With this assistance from the national government, the level of the spread of teaching aids and equipment at elementary and secondary schools has been gradually improved.

According to the findings of the survey on audiovisual media conducted in 1989 by the Ministry of Education, Science and Culture, the proportion of local public schools furnished with some representative modern instructional aids is as shown in Table 9.

Table 9 Percentage of Local Public Schools Furnished with Typical Modern Instractional Aids, May 1989

	Type of Instructional Aids	Elementary Schools	Lower Secondary Schools	Upper Secondary Schools
1	16 mm Sound Motion Picture Projectors	61.1%	66.0%	94.1%
2.	8 mm Sound Motion Picture Projectors	54.7	50.1	67.0
3.	Slide Projectors	97.4	97.2	98.5
4.	Still Cameras	84.2	90.9	77.4
5.	Overhead Projectors	99.1	98.8	97.3
6.	Television Receivers (color)	94.5	99.6	99.1
7.	Radio Receivers	79.2	75.1	82.5
8.	Television Cameras (black and white: color)	38.1	25.6	13.1
9.	Video Cameras (color)	80.7	82.0	85.6
10	Tape Recorders (cassette)	97.5	96.9	96.4
11.	Tape Recorders (open reel)	13.9	16.8	50.8
12.	Video Tape Recorders (color/cassette)	96.1	97.3	97.9
13.	Videodisc Players	11.8	20.9	23.8
14.	Response Analyzers	7.0	16.4	16.6
15.	Language Laboratories	0.6	21.2	25.7
16.	Record Players	96.8	94.7	93.4
17.	Microcomputers	24.1	50.5	87.3

4. Credits Required for Graduation from Institutions of Higher Education

Students in universities, junior colleges and colleges of technology are required to meet certain credit requirements for the completion of specific courses at these institutions. The optimum standard requirements for credits in different subject areas are specified by the Ministry of Education, Science and Culture, for the different types of institution of higher education. (See Table 10.)

Table 10 Minimum Credit Requirements[1] for Graduation from Institutions of Higher Education

Subject Area	Universities				Junior Colleges		Colleges of Technology (5)
	Undergraduate		Graduate				
	Courses other than medicine & dentistry	Medicine and dentistry	Master's course (2)	Doctor's course (2)	2-year	3-year	
	4 years	6 years or more	2 years or more	5 years or more	2 years	3 years	5 years
General Education (Humanities, Natural Sciences, Social Sciences)	36	36			8	8	75
Foreign Languages	8	16					
Physical Education	4	4			2	2	
Profesional Education	76	– (3)	30	30	28	50	92
Additional Credits Required		8			24	33	
Total	124	64	30	30	62	93	177
Thesis	(4)	–	Required	Required	–	–	–

(1) In universities and junior colleges a lecture class of one hour (for 50 minutes) a week, requiring two hours of student preparation, and of 15 weeks' duration, yields one credit. A seminar class of two hours a week, requiring one hour of student preparation, and of 15 weeks' duration, yields one credit. Laboratory classes require three hours per week in the laboratory for one credit. In colleges of technology one credit consists of 35 class hours a year. A class period of 50 minutes is defined as one class hours.

(2) There is no master's course in medicine and dentistry. The duration of doctor's course in medicine and dentistry is 4 years or more.

(3) 64 credits in basic education relating to medicine must be completed in the first two years. A prescribed course in medical education, without credit allocation, must be completed in the remaining 4 years (in 4,200 ~ 4,800 hours).

(4) Variable requirements, with variable credits.

(5) Allocation of credits to each field is determined by each institution.

5. School Calendar

Unlike in many other countries, the school year in Japan begins on April 1st and ends on March 31st of the following year. This school year corresponds with the fiscal year in this country.

In both elementary and lower secondary schools a school year is divided into three terms: April through July, September through December, and January through March. While the majority of the upper secondary schools adopt a three-term school year, some of them adopt a semester system (usually, the first semester comprises April through September and the second semester October through March). Institutions of higher education usually adopt a two-semester academic year.

At all school levels, vacations are granted in summer (beginning at the end of July and ending at the end of August), winter (from the end of the calendar year to the beginning of the following year) and spring (at the end of the school year). The beginning and ending dates of these vacations vary among different localities, as well as among different types of institution.

In general, educational institutions in Japan close on Sundays and on the following legal holidays:

New Year's Day	January 1st
Adults' Day	January 15th
National Foundation Day	February 11th
Vernal Equinox Day	about March 21st
Greenery Day	April 29
Constitution Memorial Day	May 3rd
Children's Day	May 5th
"Respect for the Aged" Day	September 15th
Autumnal Equinox Day	about September 23rd
Health-Sports Day	October 10th
Culture Day	November 3rd
Labor Thanksgiving Day	November 23rd
Emperor's Birthday	December 23rd

Chapter V

SCHOOL TEACHERS

1. Characteristics of School Teachers

1) *Legal Status* Teachers employed in national schools are national public officials, and those in prefectural and municipal schools are local public officials. Public school teachers are granted permanent tenure after six months' probationary service.

2) *Sex* In elementary schools the number of women teachers accounted for 57% of all full-time teachers in 1988, while in both lower and upper secondary schools the proportion of women teachers was much lower; 35% in lower secondary schools and 20% in upper secondary schools in the same year.

3) *Level of Preparation* Table 11 presents the percentage distribution of school teachers by level of preparation. Approximately 67% of elementary school teachers hold a bachelor's degree, while nearly 81% of lower secondary school teachers and about 85% of upper secondary school teachers hold a bachelor's degree.

Table 11 Percentage Distribution of School Teachers by Level of Preparation, 1986

Level of Preparation	Elementary Teachers	Lower Secondary Teachers	Upper Secondary Teachers
Total	100.0%	100.0%	100.0%
Master's or Doctor's Degree Course	0.4	1.3	6.0
Bachelor's Degree	66.9	80.7	84.9
Completion of 2-year Course beyond Upper Secondary Education	26.7	15.9	5.1
Completion of Upper Secondary Course	4.6	1.0	0.7
Unknown	1.5	1.0	3.2

2. Training and Certification of Teachers

Elementary and secondary school teachers in Japan are trained in universities or junior colleges.

Most of elementary school teachers are trained at 4-year elementary teacher training courses at national universities. Some are trained at private universities and junior colleges.

Lower secondary school teachers are mostly trained at undergraduate courses of university (national, local public or private) and some of them at junior colleges. Upper secondary school teachers are trained at both undergraduate and post-graduate courses of university.

In order to become a teacher of an elementary or secondary school, one is required to obtain a teacher certificate awarded by the prefectural board of education under certain conditions.

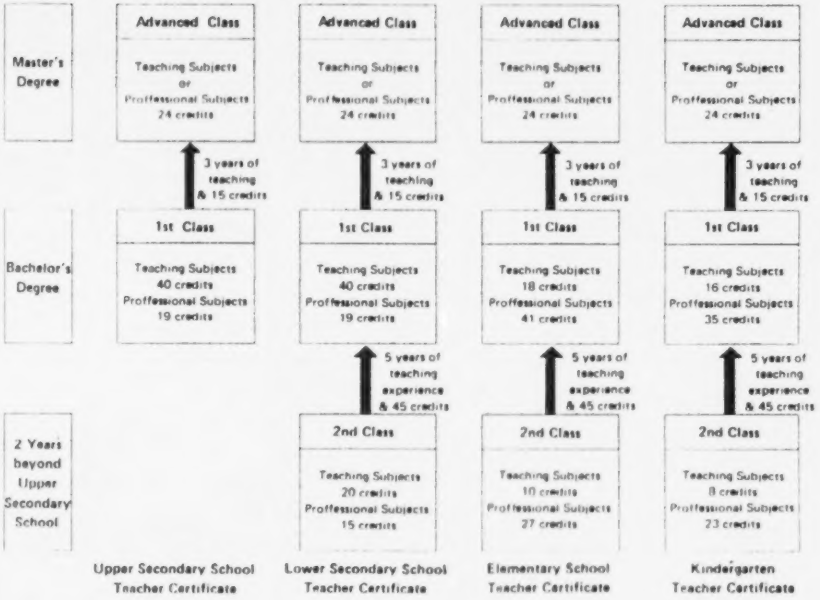
There are a number of different kinds of teacher certificates classified according to school levels and teaching subjects. Chart 5 shows the minimum requirements for each category of teacher certificate. A regular teacher certificate granted by a prefectural board of education is valid in all prefectures and for life.

With a view to upgrading the quality of teachers, the Ministry of Education, Science and Culture and local boards of education provide a variety of in-service training programs for teachers.

In 1988, a nation-wide system of induction training for beginning teachers was created. Under this system all beginning teachers employed at national and local public schools are required to have a period of induction training for one year after their appointment. During this period, a beginning teacher is under the supervision of a master teacher, and part of his or her training is given in a prefectural education center. This new program started in 1989.

Apart from beginning teachers, teachers who have served for five years or so, as well as those who have begun to assume administrative responsibilities in respective schools, are provided with some in-service training. In addition, some training programs, as well as programs for study tours overseas, are offered to school principals and experienced teachers.

Chart 5 TYPES OF TEACHER CERTIFICATES AND QUALIFICATIONS THEREOF


Master's Degree
Bachelor's Degree
2 Years beyond Upper Secondary School
Advanced Class
Teaching Subjects or Proffessional Subjects 24 credits
3 years of teaching & 15 credits
1st Class
Teaching Subjects 40 credits Proffessional Subjects 19 credits
Teaching Subjects 40 credits Proffessional Subjects 19 credits
Teaching Subjects 18 credits Proffessional Subjects 41 credits
Teaching Subjects 16 credits Proffessional Subjects 35 credits
5 years of teaching experience & 45 credits
2nd Class
Teaching Subjects 20 credits Proffessional Subjects 15 credits
Teaching Subjects 10 credits Proffessional Subjects 27 credits
Teaching Subjects 8 credits Proffessional Subjects 23 credits
Upper Secondary School Teacher Certificate
Lower Secondary School Teacher Certificate
Elementary School Teacher Certificate
Kindergarten Teacher Certificate

Note:

(1) A lecture class of one hour a week, requiring two hours of student preparation, and of 15 week's duration, yields one credit. A seminar class of two hours a week, requiring one hour of student preparation, yields one credit. Laboratory classes require three hours per week in laboratory for one credit.

(2) "Teaching subject" means the subject in which the prospective teacher specializes.

(3) "Professional subjects" include the theory of pedagogy, pedagogical psychology, teaching methods, etc.

(4) In order to hold a teacher certificate for special schools for the handicapped, it is necessary to acquire 13 – 47 credits in specialized subjects related to special education, in addition to a regular certificate for elementary, lower secondary or upper secondary school teachers.

3. Appointment of Teachers

Teachers of elementary and secondary schools are recruited by competent authorities from among those who hold a relevant teacher certificate.

The prefectural board of education is responsible for the appointment of teachers not only of prefectural schools (most of which are upper secondary schools). It is also responsible for appointing teachers of municipal compulsory schools and part-time upper secondary schools, with a view to facilitating the mobility of teachers among different municipalities.

The responsibility for the appointment of teachers for the other municipal schools (such as kindergartens and full-time upper secondary schools) rests primarily with the municipal board of education.

The responsibility for the appointment of Teachers for the other municipal schools (such as kindergartens and full-time upper secondary schools) rests primarily with the municipal board of education.

Teachers of private elementary and secondary schools are appointed by the authority of the corporation establishing the respective schools, while teachers of elementary and secondary schools attached to a national university are appointed by the Minister of Education, Science and Culture on the basis of the nomination by the president of the university.

The procedure for the appointment of municipal compulsory school teachers, as well as of prefectural upper secondary school teachers, are as follows:

Usually, the prefectural board of education every year conducts a teacher appointment examination, which comprises written tests in general education subjects, professional subjects and teaching subjects, interviews, and practical tests in physical education, fine arts, etc.

The prefectural board of education appoints a new teacher after considering both his (or her) results in the appointment examination and his (or her) academic performance at university.

4. Work Load of Teachers

Most elementary school teachers are assigned to a single class of a particular grade and teach children in the class in all or most subjects. The other classroom teachers are specialists in such subjects as fine arts, music and physical education.

Instruction in lower secondary schools is departmentalized to a large extent, and the majority of teachers are specialists responsible for teaching one or two subjects.

Instruction in upper secondary schools is more departmentalized than that in lower secondary schools. The greater majority of teachers teach only one subject area or even only one subject.

The maximum number of pupils per class is defined by law as 45 for public elementary and lower secondary schools. The maximum class size will be reduced to 40 by 1991. In May 1988, the national average number of pupils per class was 30.8 for public elementary schools and 37.6 for public lower secondary schools.

Regarding upper secondary schools, the maximum number of students per class is 45 for the full-time course, and 40 for the part-time course.

It is required by law that the number of teachers to be assigned to each school be more than the number of classes. In May 1986, the average number of pupils per teacher was 23.5 for public elementary schools, 21.0 for public lower secondary schools, and 18.6 for public upper secondary schools (full-time courses).

According to the findings of a nation-wide survey conducted by the Ministry of Education, Science and Culture, the average number of teaching hours per week for public school teachers is as shown in Table 12.

Table 12 Average Number of Teaching Hours* Per Week for Public School Teachers, October 1986

School level	Teaching hours
Elementary school	22.0
Lower secondary school	16.4
Upper secondary school	15.2

* Working hours for subject teaching only. In addition to subject teaching, school teachers usually devote their working time to such work as extra-curricular activities, school events, preparation of lessons, marking pupils' papers, etc.

5. Economic Status of Teachers

The salary scales and the types and amounts of allowances for teachers at national educational institutions are laid down by law, and those for teachers employed in prefectural or municipal educational institutions are determined by bylaws of the prefecture or municipality. The salary scales and the types and amounts of allowances provided for in prefectural or municipal bylaws are based on those for national school teachers.

The salaries and allowances of teachers at private schools are determined by the authority of the corporation operating each school.

The kinds of salary scales and types of allowances for teachers of local public (i.e., prefectural and municipal) institutions are as follows:

There are four salary scales for teachers: one for teachers of kindergartens, elementary schools and lower secondary schools; a second for those of upper secondary schools; a third for those of technical colleges; and the fourth for those of universities and junior colleges.

The specific grade or step in the salary scale for a particular teacher is determined mainly on the basis of two factors: his (or her) educational attainment and the length of his (or her) service.

The salary scales of teachers are usually revised once every year to meet the rise in prices. In general, teachers are given annual or biennial increments. In addition, those teachers who have shown an outstanding service may be given special promotion to a higher step. In addition to the salary, public school teachers are paid a variety of allowances (including bonus, special allowance for teaching profession, family allowance, cost-of-living adjustment allowance, housing allowance, and commutation allowance). The allowance of the largest amount is the bonus, which is paid to all teachers three times a year, and amounts in total to about five times a monthly salary.

Table 13 gives the average monthly amount of the starting salary for beginning teachers appointed in 1987. Table 14 gives a list of major allowances paid to public school teachers.

All public school teachers are provided with welfare benefits including the retirement annuity under "Mutual Aid" schemes. Under these schemes, a teacher makes a certain contribution to the mutual aid association to which he belongs. The monthly amount of such contribution equals about 13.2% of his monthly salary. In return for his contribution, the teacher is given two categories of benefit: "short-term benefits" and "long-term benefits". The former include medical care expense, child-birth expense, nursing allowance, disaster allowance, etc., and the latter include the retirement annuity, disability annuity, survivors' annuity, etc.

Table 13 Average Monthly Amount of Starting Salary[1] of National School Teachers, by School Level, and by Educational Attainment

(As of July 1989)

Educational attainment	Kindergarten teachers[2]	Elementary and lower secondary school teachers[2]	Upper secondary school teachers[2]	Teachers at colleges of technology	University teachers
Completion of	yen	yen	yen	yen	yen
Junior college	180,500	180,500	183,100	179,900	–
Bachelor's course	208,600	211,600	211,600	212,800	212,800
Master's course	242,700	246,200	246,200	250,800	250,300
Doctor's course	288,600	292,800	292,800	301,800	301,800

(Note) (1) Includes bonus. Each figure was produced by means of the following formula:

Monthly salary × 17.2 ÷ 12

(2) Includes special allowance for the teaching profession.

Table 14 List of Major Allowances Paid to Public School Teachers[1]

(As of April 1988)

Type of allowance	Teachers entitled to be paid	Formula for calculating the amount paid
(Allowances paid to public employees in general)		
1. Bonus	All teachers	Yearly amount: (Monthly salary + family allowance + cost-of-living adjustment allowance) × 3.8 + (monthly salary + cost-of-living adjustment allowance) × 1.1
2. Family allowance	Teachers with dependents	Monthly amount: ¥15,000 for spouse ¥4,500 for each dependent, other than spouse up to two ¥10,000 for one dependent of a teacher without spouse ¥1,000 for others
3. Cost-of-living adjustment allowance	Teachers serving in areas where living costs are relatively high	Monthly amount: (Salary + family allowance + administrative allowance) × (10/100 or 6/100 or 3/100)
4. Commutation allowance	Teachers who are commuters	Monthly amount: ¥26,000(maximum)
5. Housing allowance	Teachers paying ¥11,000 or more monthly for rental lodging and those having their own house	Monthly amount: ¥18,000(maximum)
6. Administrative allowance	Principals and vice-principals	Monthly amount: Salary × (14/100 ~ 8/100)
7. Day-and-night-watch duty allowance	Teachers who were engaged in day-and-night watch duty	Daily amount: ¥6,300 ~ ¥2,300
(Allowance paid exclusively to teachers)		
8. Special allowance for teachers	All teachers other than principals	Monthly amount: 6% of salary within ¥20,200
9. Isolated area allowance	Teachers serving in isolated areas	Monthly amount: (Salary + family allowance) × (25/100 ~ 4/100)
10. Multi-grade class allowance	Teachers of small schools in charge of multi-grade class	Daily amount: ¥280 for three-grade combined class ¥250 for two-grade combined class
11. Vocational education allowance	Upper secondary school teachers in charge of vocational education	Monthly amount: Salary × (10/100 or 6/100)
12. Part-time and correspondence education allowance	Teachers serving part-time and correspondence upper secondary schools	Monthly amount: Salary × (10/100 or 8/100)

(1) The types and amounts of allowances shown in this table represent those for teachers of national schools. Local public school teachers are given quite similar allowances to those shown in this table.

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Chapter VI

EDUCATIONAL ADMINISTRATION AND FINANCE

1. Educational Administration

The general structure of educational administration at the national, prefectural and municipal levels is shown in Chart 6. Major types of educational institution run by the government of each level are presented in Table 15.

(1) Educational Administration at the National Level

The central education authority in Japan is the Ministry of Education, Science and Culture. The function of the Ministry is defined by law as "the promotion and dissemination of education, science and culture."

The Ministry has a great variety of specific powers in different fields of education, science and culture.

In the field of education, the Ministry is responsible for integrated planning and coordination for the development and improvement of education of different levels and areas. In addition, the Ministry operates a number of educational establishments including universities, junior colleges, colleges of technology, youth houses and museums.

Further, the Ministry has the power to provide guidance, advice and financial assistance to local education authorities.

The Minister also approves the establishment of local public and private institutions of higher education, and gives these institutions guidance and advice.

The structure of the Ministry as of February 1990 is shown in Appendix 5 on pages 92 through 94.

(2) Educational Administration at the Prefectural Level

In Japan there are 47 prefectures, each of which is further divided into a number of municipalities. In every prefecture there is a prefectural board of education which serves as the central edu-

CHART 6 STRUCTURE OF EDUCATIONAL ADMINISTRATION

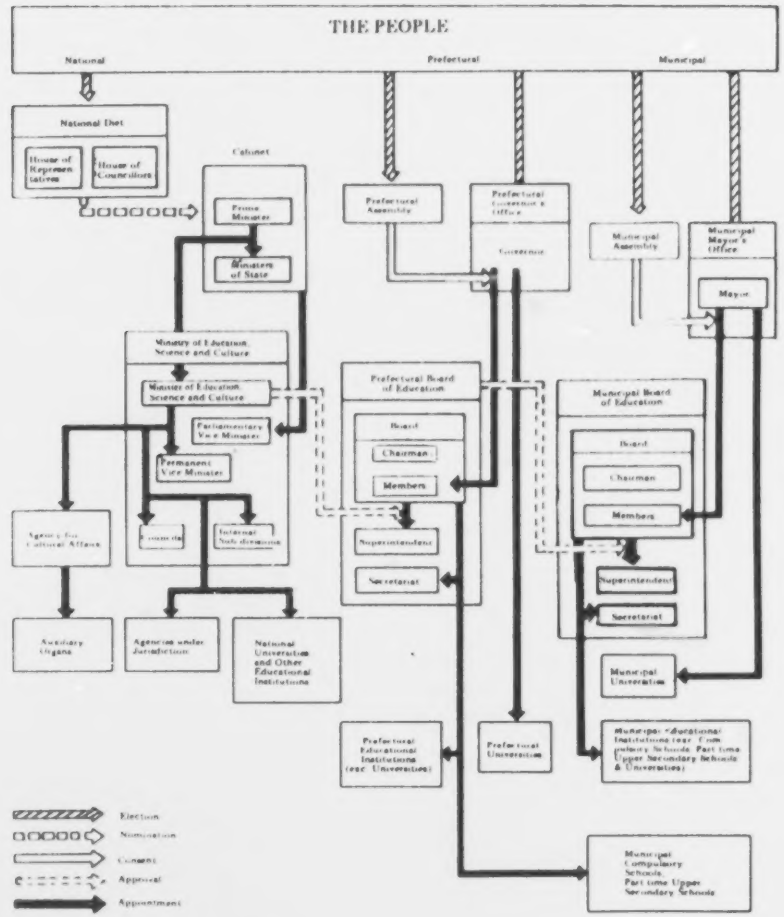

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Table 15 Major Types of Educational Instiution Run by the Government of Each Level

Type of educational institution	National govt.	Prefectural govt.	Municipal govt.
Kindergartens			◎
Elementary and lower secondary schools			◎
Upper secondary schools		◎	○
Special schools for the handicapped		◎	
Colleges of technology	◎		
Junior colleges	○	◎	
Universities	◎	○	

◎ indicates that the majority of public institutions of each type are run by the government of each level.

○ indicates that a substantial number of public institutions of each type are run by the government of each level.

cation authority in the prefecture. The board is responsible for the execution and management of administrative work relating to education, science and culture in each prefecture.

The prefectural board of education is composed of five members appointed by the governor with the consent of the prefectural assembly. (Both the governor and the members of the prefectural assembly are elected by the people.) In principle, the members hold office for four years.

The prefectural board of education appoints a Prefectural Superintendent of Education, who serves as chief executive officer responsible to the board for the execution of the policies and measures determined or approved by the board. The appointment of the superintendent must be approved by the Minister of Education, Science and Culture.

The major functions of the prefectural board of education are as follows:

1. To administer and manage prefectural educational establishments (upper secondary schools, special schools for the handicapped, citizens' public halls, libraries, youth houses, educational research institutes, etc.) other than universities and junior colleges.
2. To promote educational activities for adults and out-of-school youths, Unesco activities and the protection of cultural heritages.
3. To provide guidance, advice and financial assistance to the municipal boards of education within the prefecture.
4. To require municipal boards of education to submit pertinent reports, and, when needed, to give them orders for corrections or improvements in their activities.
5. To deal with personnel affairs (including appointment and dismissal) of teachers at municipal elementary, lower secondary and part-time upper secondary schools.(Salaries and allowances for teachers at these municipal schools are paid by the prefectural government.)
6. To issue certificates for teachers.

Apart from the prefectural board of education, the prefectural governor also has some powers and responsibilities in education. His

functions include the following:

1. To administer and manage prefectural universities and junior colleges.
2. To approve the establishment of private elementary and secondary schools, special training schools, miscellaneous schools and kindergartens, and to undertake general supervision of these schools. (Private institutions of higher education are under the general supervision of the Ministry of Education, Science and Culture.)
3. To coordinate the preparation of draft budgets for different sectors including education, as well as the administration of budgets approved by the prefectural assembly; and also to acquire and dispose of prefectural buildings and other properties for education.

(3) Educational Administration at the Municipal Level

In October 1985, there were 3,254 municipalities in Japan. In each municipality there is a municipal board of education, which serves as the education authority responsible for administrative work relating to education, science and culture in the municipality.

The municipal board of education consists primarily of five members appointed by the mayor with the consent of the municipal assembly. (Both the mayor and the members of the municipal assembly are elected by the people.) The members hold office for four years as in the case of the prefectural board.

The municipal board of education appoints a Municipal Superintendent of Education, its chief executive officer, from among the board members, with the approval of the prefectural board of education. The superintendent is responsible for the execution of the policies and measures determined or approved by the municipal board.

The major functions of the municipal board are as follows:

1. To operate municipal educational establishments (namely, elementary and lower secondary schools, citizens' public halls, libraries, youth houses, etc.)
2. To promote educational activities for adults and out-of-school youths, Unesco activities and the protection of cultural heritages.
3. To deal with personnel affairs (including appointment and dismissal) of teachers of municipal schools (mainly, kindergartens and full-time upper secondary schools).
   (Teachers at municipal elementary, lower secondary and part-time upper secondary schools are appointed by the prefectural board of education, and teachers at municipal junior colleges and universities are appointed by the municipal mayor.)
4. To adopt textbooks to be used in municipal elementary and secondary schools.

The municipal mayor also has some powers and responsibilities in education. His functions include the following:

1. To administer and manage municipal universities and junior colleges.
2. To coordinate the preparation of draft budgets for different sectors including education, as well as the administration of budgets approved by the municipal assembly, and also to acquire and dispose of municipal buildings and other properties for education.

2. Educational Finance

The responsibility for financial support of public education is shared by the national, prefectural and municipal governments. Each government provides support for its own educational activities by funds derived from its own taxes and other income.

None of the national, prefectural or municipal taxes are earmarked for specific governmental services. In other words, there is no education tax in this country.

(1) Educational Expenditures of the National Government

Educational expenditures of the national government may be classified into two major categories:

(1) expenditures for national educational establishments

(universities and others) and for educational services provided by the government (such as the distribution of free textbooks among children enrolled in compulsory schools), and

(2) subsidies earmarked for education which are given to prefectures, municipalities, private educational establishments and other bodies.

Chart 7 shows the budget of the Ministry of Education, Science and Culture for fiscal 1988 (ending March 1989), classified by categories of expenditure.

Major national subsidies for education are listed in Table 16. Among these subsidies, those for teachers' salaries for public compulsory schools represent the largest amount. These subsidies account for nearly one half of the total budget of the Ministry of Education, Science and Culture, as is shown in Chart 7.

In addition to the subsidies earmarked for education, the government makes "Local Allocation Tax" grants to prefectures and municipalities. The government designates a certain proportion (32%) of the income tax, corporation tax and liquor tax as "local allocation tax", which is distributed in grants among prefectural and municipal governments. The grants are intended to reduce the inequality in financial ability among the different prefectures and municipalities. Although these grants are not earmarked for any specific governmental services, part of them is spent on education.

(2) Educational Expenditures of Prefectural and Municipal Governments

Educational expenditures of the prefectural government include (1) expenditures for prefectural educationa establishments (such as upper secondary schools, special schools for the handicapped, etc.) and for various educational services provided by the prefectural government, (2) salaries and allowances of teachers at municipal elementary, lower secondary and part-time upper secondary schools, and (3) subsidies to municipalities for educational purposes.

Educational expenditures of the municipal government include (1) expenditures for operating municipal elementary and lower secondary schools (other than teachers' salaries), and (2) expendi-

Chart 7 **BUDGET OF THE MINISTRY OF EDUCATION, SCIENCE AND CULTURE CLASSIFIED BY CATEGORIES OF EXPENDITURE, FISCAL 1988**

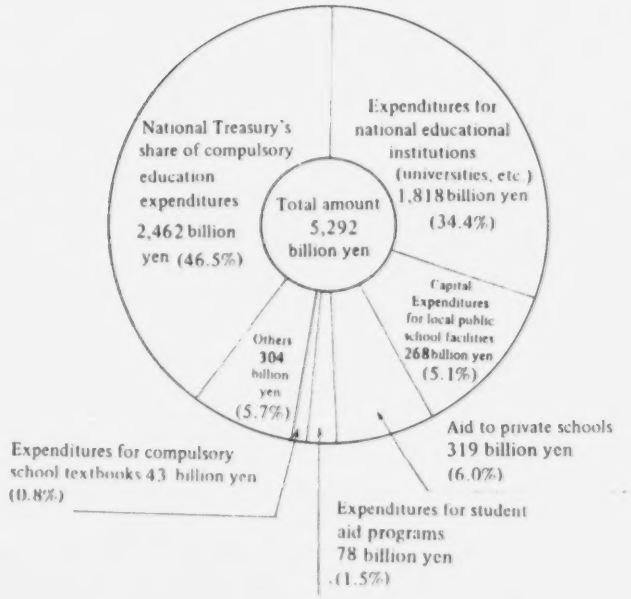


Table 16 Major National Subsidies to Local Governments for Education

Subsidies for	Granted to	National share
1. **Salaries and Allowances**		
(1) Salaries and allowances of educational personnel at compulsory schools	Prefectures	1/2
(2) Salaries and allowances of educational personnel of schools for the otherwise handicapped	Prefectures	1/2
2. **Teaching Equipment** Science teaching equipment	Prefectures, municipalities and non-profit corporations establishing private schools	1/2
3. **Encouragement of School Attendance**		
(1) Encouragement of kindergarten attendance	Prefectures and municipalities	1/3
(2) Aid to needy pupils	Prefectures and municipalities	1/2
4. **Education in Remote Areas** Subsidies for the promotion of education in remote areas	Municipalities	1/2
5. **Vocational Education** Subsidies for the promotion of vocational education	Prefectures, municipalities and non-profit corporations establishing private schools	1/3
6. **Construction of Public Elementary and Secondary School Facilities** (new buildings, new additions, reconstruction of old buildings etc.)	Prefectures and municipalities	1/2 or 1/3
7. **Subsidizing of Current Expense of Private Upper Secondary Schools, etc.**	Prefectures	Specific amount
8. **Social Education** Construction of social education facilities	Prefectures and municipalities	Specific amount
9. **Promotion of Physical Education** Expansion and improvement of physical education facilities	Prefectures, municipalities and non-profit corporations establishing schools	1/3
10. **School Lunch Service** Expansion and improvement of school lunch facilities	Prefectures, municipalities and non-profit corporations establishing schools	1/2 or 1/3

tures for operating the other municipal educational establishments and for administering various municipal services in education.

(3) Share of Education in National income and in Public Finance

In fiscal 1986 ending March 1987, total public expenditures for education amounted to 16,901 billion yen, which accounted for 6.4% of national income, and 18.2% of the net total of national and local government expenditures. The proportion of national government expenditures spent on education was 9.2%, and the average proportion of local government expenditures devoted to education was 22.5%.

(4) Distribution of Public Expenditures for Education by Source

The percentage distribution of total public expenditures for education by source is shown in Chart 8 for fiscal 1986. The chart indicates that more than 40% of these expenditures are shared by the national government.

(5) Distribution of Public Expenditures for Education by Level and Area of Education

The percentage distribution of total public expenditures for education according to level and area of education is presented in Chart 9 for fiscal 1986. As indicated in this chart, approximately 51% of total public expenditures for education are spent on compulsory elementary and lower secondary schools, while about 12% are allotted to higher education.

(6) Tuition Fees

No tuition fees are charged for instruction in public elementary and lower secondary schools which provide compulsory education. Tuition fees are charged to students in public upper secondary schools and in public institutions of higher education. The tuition fees of an institution collected from students are incorporated into revenue receipts of the government operating the institution, and not earmarked for educational purposes.

While tuition fees charged in national institutions are uniformly determined by the Ministry of Education, Science and Culture,

Chart 8 **PERCENTAGE DISTRIBUTION OF PUBLIC EXPENDITURES FOR EDUCATION BY SOURCE, FISCAL 1986**

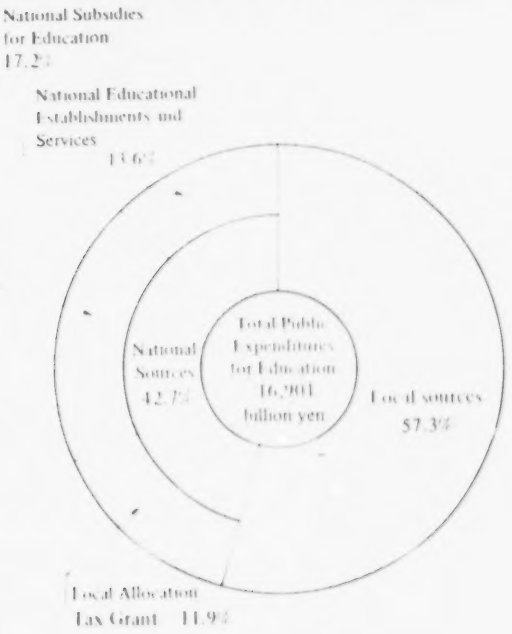
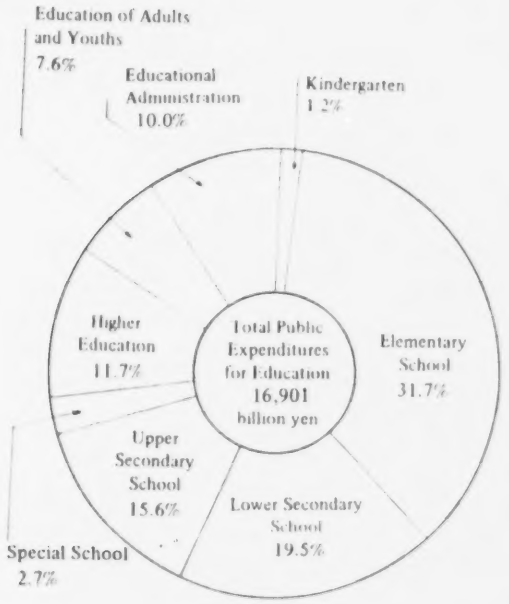

National Subsidies for Education 17.2%
National Educational Establishments and Services 13.6%
Total Public Expenditures for Education 16,901 billion yen
National Sources 42.7%
Local sources 57.3%
Local Allocation Tax Grant 11.9%

Chart 9 **PERCENTAGE DISTRIBUTION OF PUBLIC EXPENDITURES FOR EDUCATION BY LEVEL AND AREA OF EDUCATION, FISCAL 1986**


Education of Adults and Youths 7.6%
Educational Administration 10.0%
Kindergarten 1.2%
Higher Education 11.7%
Total Public Expenditures for Education 16,901 billion yen
Elementary School 31.7%
Upper Secondary School 15.6%
Lower Secondary School 19.5%
Special School 2.7%

those charged in prefectural and municipal schools are determined by individual local authorities.

Private educational institutions are supported mainly by their own income including tuition fees. (See (8) *Financing of Private Educational Institutions.*)

Table 17 gives the annual amounts of tuition fees for public and private educational institutions.

Table 17 Annual Amounts of Tuition Fees for Public and Private Educational Institutions, Fiscal 1989

Type of institution	National institutions	Local public institutions (Average)	Private institutions (Average)
	yen	yen	yen
Kindergartens	56,400	57,834	152,668
Upper secondary schools	88,800	86,232	238,506
Colleges of technology	150,000		
Junior colleges	248,400(1)		
Universities (Undergraduate)	339,600(1)	331,638	570,584

(1) Tuition fees for day courses

(7) Student Aid Programs

Student aid programs in Japan are undertaken by a number of organizations including the Japan Scholarship Foundation (supported by the national government), prefectural and local governments, and non-profit corporations.

The Japan Scholarship Foundation was founded in 1944 to administer nation-wide programs for providing loan scholarships for students with good performance who find it difficult to continue their studies without financial assistance. It is intended to contribute to the cause of equal opportunity of education and to the development of human resources required in society.

The Foundation's loan scholarships are provided for students enrolled in upper secondary schools, colleges of technology, junior colleges, universities (including graduate schools) and special training schools. The selection of student beneficiaries is made on the basis of recommendations by heads of educational institutions.

In 1988, total budget for the Foundation's scholarship programs amounted to 123,207 million yen, and approximately 370 thousand students were benefiting from the programs.

Table 18 gives the number and proportion of students benefiting from the Foundation's loan scholarships. The proportion of beneficiaries is relatively high for students enrolled in post-graduate courses.

Table 18 Number and Proportion of Students Benefiting from Loan Scholarships of the Japan Scholarship Foundation, 1988

Type of institution	Number of Student Beneficiaries	Percent of Students Benefiting from Loans
Upper secondary school	122,051	2.3%
College of technology	12,124	24.2
University and junior college		
Undergraduate course and junior college	201,191	9.0
Post-graduate course	27,460	40.8
Special training school	4,300	1.0

The government gives assistance to private educational institutions for their student aid programs. This assistance is given by means of providing funds for long-term loans for the Japan Private School Promotion Foundation, a non-profit corporation supported by the government. These loans are made available, through the Foundation, to private institutions offering student aid programs which provide students with scholarship loans or allow them to pay their entrance fees in installments.

(8) Financing of Private Educational Institutions

Private educational institutions play an important role in the whole system of formal education in Japan. Nearly 30% of upper secondary school students and nearly three-quarters of university students are enrolled in private institutions. Private kindergartens take up three-quarters of total kindergarten enrollment. (See page 22.)

Governmental assistance to private institutions Private institutions have been supported mainly by their own income including student fees and donations. In view of the important role of these institutions, the national government has beenigradually increasing its financial assistance to them with a view to helping them maintain and improve the quality of their educational and research activities, as well as to helping alleviate the financial burdens of students enrolled therein. The national subsidies include (1) subsidies to private institutions of higher education for their current expense (including teachers' salaries), (2) subsidies to private universities for scientific research equipment, (3) subsidies to private upper secondary schools for their current expense, and (4) other various categories of subsidies. The largest amount is allotted to subsidies to private institution of higher education for their current expense.

In 1987 the subsidies of the national government accounted for 8.4% of the total income of private universities and 8.1% of the total income of private junior colleges. (See Table 19.)

In addition to the subsidies, the national government provides private educational institutions with a substantial amount of long-term loans for their capital expenditures. These loans are administered through the Japan Private School Promotion Foundation, a non-profit corporation supported by the government.

Apart from the national government, many prefectural and municipal governments offer financial assistance to private institutions, especially to private kindergartens and upper secondary schools.

Income of private educational institutions Table 19 presents the percentage distribution of total income of private kindergartens, upper secondary schools, junior colleges and universities, according to sources.

In all the four types of institution, student fees represent the largest portion of total income of institutions. The amount of student fees accounts for nearly 50% of total income of kindergartens and more than 60% of junior colleges. Subsidies from national and local governments constitute a substantial part of total income of private institutions at all levels. The amount of these subsidies accounts for about one-fourth of total income of all private upper secondary schools.

Table 19 Percentage Distribution of Total Income of Private Educational Institutions by Source, Fiscal Year 1987

	Type of source	Kindergartens	Upper Secondary Schools	Junior Colleges	Universities
1	Total income	100.0% million yen (589,711)	100.0% million yen (1,194,612)	100.0% million yen (490,720)	100.0% million yen (2,613,838)
2	Student fees	48.6	45.0	62.0	41.5
3	Donations	1.2	2.1	1.4	1.7
4	Government subsidies	16.8	24.2	9.0	8.9
(1)	National subsidies	0.6	0.2	8.1	8.4
(2)	Prefectural subsidies	14.9	23.7	0.1	0.4
(3)	Municipal subsidies	1.3	0.3	0.8	0.1
5	Endowment income	8.5	10.1	10.4	10.5
6	Sales and services	7.9	1.7	2.1	24.9
7	Loans	15.0	13.6	10.7	8.1
8	Others	2.1	3.4	4.4	4.4

Chapter VII

EFFORTS TOWARDS EDUCATIONAL REFORM

In August 1984 the Government appointed a National Council on Educational Reform, an advisory body to the Prime Minister. During its term of office for three years, the Council submitted to the Prime Minister four successive reports, in which it offered a great variety of specific recommendations for educational reform with the 21st century in its perspective.

On receiving each report of the Council, the Government announced that it would pay due regard to the Council's recommendations and make every possible effort to implement them.

1. Historical Background

The educational system in Japan has undergone several important reforms. One of the most important two reforms took place immediately after the creation of a modern national state under the Meiji Restoration, when the Government Order of Education was promulgated in 1872. The Order and accompanying statutes laid the foundations of Japan's modern national system of education.

The other major reform took place immediately after World War II with the enactment of the Fundamental Law of Education, which defined the aim of education* and set forth the basic principles for education in the new democracy. Under this law and the related School Education Law, compulsory schooling was extended from six to nine years and a new "6-3-3-4 system" was introduced, comprising six years of elementary school, three years of lower secondary school, three years of upper secondary school and four years of university. This new system, based on the principle of full equality of educational opportunity, is now widely recognized as having greatly contributed to the present prosperity of the nation. It improved educational standards for the people, provided for character formation for the young, and produced a highly qualified workforce.

*** Article 1. Aim of Education**

Education shall aim at the full development of personality, striving for the rearing of people, sound in mind and body, who shall love truth and justice, esteem individual value, respect labor and have a deep sense of responsibility, and be imbured with an independent spirit, as builders of a peaceful state and society. (Fundamental Law of Education of 1947)

The dramatic advance of science and technology, as well as rapid economic growth, since World War II have brought about changes in the nation's industrial structure, a redistribution of the labor force and other major social changes, such as urbanization and computerization. The education sector has also witnessed remarkable quantitative development. The proportion of children going on to upper secondary schools, for example, has grown from about 40% in the early postwar period to more than 90% today.

The rapid changes in the social environment and the quantitative expansion of education have had great impact upon the structure of education. A number of problems have arisen, such as a lack of discipline among school children and intensen, such as a lack of discipline among school children and intense competition for present-day method and content of school instruction fail, in large part, to respond to the diversity of ability and aptitude of students.

At the same time, with the improved standard of living and the growing proportion of older citizens in Japanese society, there are increasing demands by the public for more opportunities for education throughout life.

These social problems and the growing demand for a system of lifelong education have led to a call, once again, for comprehensive reform of the educational system.

2. Establishment of the National Council on Educational Reform

It became a matter of urgency for the Government to reexamine its policies and practices related to education and to introduce necessary reforms, so as to respond to the above-mentioned demands of the people, to make education relevant to changing social circumstances and the cultural development of the nation, and to expand opportunities for lifelong education. Accordingly, in August 1984 the Government established the National Council on Educational Reform as an advisory body to the Prime Minister. The Council was created under the "Law for the Establishment of a National Council on Educational Reform." It was charged with dealing with educational reform from a long-term perspective, with the support of all relevant government authorities.

The Council was organized as follows:

(1) The purpose of the Council

The purpose of the Council was to propose relevant reforms of various government policies and practices related to education to enable the educaitional system to respond to recent social changes and cultural developments and thereby to achieve the aim of education as defined in the Fundamental Law of Education of 1947.

(2) Subjects to be considered by the Council

The Council was to conduct a comprehensive study of various government policies in education and related areas. On the basis of this study, the Council was to consider and propose strategies for necessary reforms.

(3) The composition of the Council

The Council was composed of 25 members, citizens of exemplary character and respected judgment, who were appointed by the Prime Minister with the consent of the House of Representatives and the House of Councillors. In addition, twenty specialist members were also appointed.

(4) The term of activity of the Council

The Council was to work for three years from August 1984.

3. Reports of the Council

In August 1987, the Council finished its work after presenting its final report to the Prime Minister. During its term of activity for three years, the Council held 668 meetings including 90 plenary ones. It also organized 14 public hearings in different regions. During the same period, the Council sent seven missions to 13 countries in Asia, Europe and North America to study the educational structures and practices in these coutries. Each mission spent several days in one to four countries, visiting respective educational authorities and institutions.

In accordance with its own policy that it should publish a series of reports successively, the Council published four successive reports during the three years.

The first report:	June 26, 1985
The second report:	April 23, 1986
The third report:	April 1, 1987
The fourth and final report:	August 7, 1987

The main characteristics of each of the four reports are noted below:

(1) First report (June 26, 1985)

In the first report, the Council identified the following eight major issues to be considered by the Council itself:

1. Basic requirement for an education relevant to the 21st century;
2. Organization and systematization of lifelong learning and the correction of the adverse effects of undue emphasis on the educational background of individuals;
3. Enhancement of higher education and individualization of higher education institutions;
4. Enrichment and diversification of elementary and secondary education;
5. Improvement of the quality of teachers;
6. Coping with internationalization;
7. Coping with the information age; and
8. Review of educational administration and finance.

The Council also laid down eight basic concepts for educational reform, with a view to helping bring about an educational reform which can cope with the changing times. The eight concepts are as follows:

1. The principle of putting emphasis on individuality;
2. Emphasis on fundamentals;
3. The cultivation of creativity, thinking ability and power of expression;
4. The expansion of opportunities of choices;
5. The humanization of the educational environment;
6. The transition to a lifelong learning system;
7. Coping with internationalization; and
8. Coping with the information age.

Of these concepts, the first, that is, the "principle of putting emphasis on individuality", was defined as the most important one to be emphasized through all the aspects of the coming educational reform.

In this report, the Council also made a few immediate specific recommendations as a first step toward the reform. The recommendations dealt with:

1. correction of the adverse effects of undue emphasis on the educational background of individuals;
2. reform of the procedures for selecting university entrants;
3. liberalizing, and giving more flexibility to, the qualifications for university entrance;
4. establishment of six-year secondary schools; and
5. establishment of "credit-system" upper secondary schools.

(2) Second report (April 23, 1986)

In the second report, the Council outlined basic educational ideals for the 21st century, and specified those goals for education which it considered especially important for the 21st century. The goals were:

1. the nurture of open and generous hearts and minds,

strong bodies, and richly creative spirits;
2 the development of free and self-determining spirits and public-minded characters; and
3 the cultivation of Japanese who are competent to live as members of the world community.

In this report, the Council made a number of specific recommendations for overall and basic strategies for educational reform, with regard to:

1 transition to a lifelong learning system;
2 elementary and secondary education;
3 higher education;
4 coping with internationalization;
5 coping with the information age; and
6 educational administration and finance.

(3) Third report (April 1, 1987)

In the third report, the Council presented a number of additional specific recommendations for basic strategies for educational reform, with regard to:

1 transition to a lifelong learning system;
2 elementary and secondary education;
3 the organization and management of institutions of higher education;
4 sports and education;
5 coping with internationalization;
6 coping with the information age; and
7 educational costs and the financing of education.

(4) Fourth and final report (August 7, 1987)

In the fourth and final report, the Council presented an overall synthesis of the preceding three reports. In this report the Council presented the following three "basic points of view for educational reform":

1 the principle of putting emphasis on individuality;
2 transition to a lifelong learning system; and

3 coping with various changes
  i. coping with internationalization trends; and
  ii. coping with an information-oriented society.

These three points were based on the eight basic concepts for educational reform set forth in the first report.

In this final report, the Council added a number of concrete recommendations with regard to:

1 public administration in education, science and culture; and
2 the issue of making autumn the beginning season of Japan' school year.

Some highlights of the Council's recommendations presented in the first to the fourth reports are given in Appendix 6.
Appendix 6.

4. Implementation of Educational Reform

1) "Policy Guidelines for the Implementation of Educational Reform"

In response to the four reports submitted by the Council, the government announced its basic policy to the effect that it would pay the highest regard to the reports, and would consider and formulate relevant reform measures so as to gradually implement them.

In its four reports the Council presented a great variety of recommendations dealing with a wide range of issues. The Government determined to identify some critical recommendations which should be coped with immediately and to clarify its specific strategies for implementing them. For this purpose in October 1987 the Cabinet set forth a policy paper entitled "Immediate Policies for the Implementation of Educational Reform – Policy Guidelines for the Implementation of Educational Reform." Appendix 1 presents a complete translation of the text of this policy paper.

Major policies set forth in this paper are listed below.

i *Lifelong learning* In order to promote a variety of learning activities throughout people's lives, the Government will help provide people with broader opportunities for lifelong learning activities including activities for various sports and for developing vocational capabilities.
In order to correct the adverse effects of undue emphasis on the educational backgrounds of individuals, the Government will strive to help create a society where the achievement of learning throughout life may be duly evaluated.

ii *Elementary and secondary education* The Government will help to enhance moral education in elementary and secondary schools and help to improve the content of teaching in general at these schools. It will also help upgrade the quality of teachers by creating a new system of induction training for beginning teachers and by other means. The existing system for textbook authorization will be reformed. Further the Government will strive to improve various environmental conditions for education in schools. Through these and other means the Government will promote the reform of elementary and secondary education.

iii. *Higher education* In the light of the results of the deliberations by the University Council the Government will promote reforms in higher education. Specifically it will help universities individualize, activate and heighten their programs and will also help them improve and reform the structures and programs of their graduate schools. The Government will also make further efforts to reform the system of university entrance examinations. Further, considering the great role played by private educational institutions in the whole educational system, the Government will exhand its programs for financial assistance to these institutions.

iv. *Scientific research* The Government will promote academic research by encouraging pilot activities in basic research and by encouraging cooperative research activities by universities and the private sector. Activities for international scientific exchanges will also be encouraged.

v. *Internationalization and computerization* The government will introduce relevant reforms to cope positively with internationalization trends and with the spread of information technologies. With this aim it will develop and improve appropriate structures for accepting foreign students and improve educational programs for Japanese children living overseas. It will also strive to help adults and children acquire information literacy through formal and non-formal education programs.

vi. *Educational administration and finance* The Government will carry out reforms in educational administration and finance. To this end it will reorganize the structure of the

Ministry of Education, Science and Culture so that it may actively cope with the transition to a lifelong learning system and strengthen its own policy-making functions. It will also help local boards of education revitalize their activities. As regards educational finance it will introduce special financial arrangements such as a selective allocation of financial resorces.

(2) Specific Government Policies for the Implementation of educational reform

In August 1987, the Ministry of Education Science and Culture created a Headquarters for the Implementation of Educational Reform with the Minister as its chairman so as to carry out overall and active policies for implementing educational reform on the basis of the Council's recommendations. With this headquarters, the Ministry is now gradually implementing such reform measures as noted below in the light of the Council's reports and the Policy Guidelines

1) Development of lifelong learning structures

With the aim of ensuring the transition to a lifelong learning system and with a view to actively developing an infrastructure for lifelong learning, the Ministry has been assisting prefectural and municipal governments with the development of appropriate structures for promoting lifelong learning, the provision of learning resource information and the development of counseling services. In order to meet the diverse and advanced learning demands of community people, the Ministry has been striving to facilitate the utilization of formal education facilities as places of people's learning activities by offering extension courses at upper secondary schools and universities and by making physical facilities for formal education available to community people for their use. In addition, the Ministry has been striving to promote various activities for securing closer relations between the home and the community, volunteer activities and activities of PTAs and non governmental educational organizations. It has been making efforts to help expand learning opportunities through closer links among homes, schools and other

formal education institutions, non-formal education facilities (such as citizens' public halls and public libraties), vocational training centers and private educational emterprises.

With a view to carrying out these measures extensively, the Ministry set up a Life-long Learning Bureau in July 1988.

Further the Ministry is now conducting studies on how to make educational buildings more ' intelligent" so that these huildings may better serve as sites for providing appropriate learning opportunities for people throughout their lives.

2) Enrichment and improvement of elementary and secondary education

Based on the recommendations submitted by the Curriculum Council in December 1987, the Ministry has been engaged in the revision of the Courses of Study (laying down national standards for the content of the curriculum) for elementary and seccondary schools. The enrichment of moral education is included in this revision. In order to contribute to the improvement of the quality of teachers the Ministry is carrying out relevant measures including the inauguration of one-year induction traning programs for all beginning teachers. The Ministry is also striving to improve the conditions of the educational environment for elementary and secondary schools by means of formulating and implementing plans for improving staffing ratios for schools, including a plan for reducing the maximum class size to 40 for elementary and lower secondary schools. Further it is making efforts to give the upper secondary education system more diversity and more flexibility by encouraging the establishment of "credit system" upper secondary schools and by making the duration of course more flexible for part-time and correspondence courses of upper secondary school.

3) Individualizing and enhancing the activities of institutions of higher education

In order to enable universities and other institutions of higher education to meet the expectations of the public, the University Council (organized in 1987 as an advisory organ to the Minister)

is now considering specific measures for heightening, individualizing and invigorating the educational and research activities of these institutions. The Ministry has been making efforts to improve the existing procedures for selecting university entrants. It has also been endeavoring to improve and reform the structures and activities of graduate schools through various measures including the creation of new types of graduate schools adapted to recent developments in scientific research. Such new graduate schools include an independent graduate school named "Graduate University for Advanced Studies" and an independent graduate school for advanced science and technology.

Further, the Ministry has been attempting to improve and expand student aid programs. It has also been expanding financial assistance to private educational institutions, with emphasis on assistance for unique and distinctive educational and research programs for which there are substantial demands from society.

4) Promotion of scientific research

In order to help develop creative and pioneer projects in basic research, the Ministry has been striving to increase grants-in-aid to researchers for their research projects, and to promote basic research projects in such key areas as accelerator science and space science. It has also been facilitating the training of promising young researchers, as well as the development of science information systems and other relevant structures supporting scientific research. Further, the Ministry has been encouraging universities to expand their activities for cooperative research with the private sector. International scientific exchanges are also being promoted.

5) Promotion of sports

With a view to enabling people to engage in diverse sporting activities throughout life, the Ministry is striving to promote lifelong sports activities, through such measures as: the expansion of facilities for sports; the holding of national events for sports and recreation; the improvement of the quality of sports leaders, as well as an increase in their numbers. In order to upgrade the level of competitive sports, the Ministry is making efforts to facilitate programs

for improving the quality of athletes and for promoting studies of sports science and medicine. Further, it is striving to help enrich physical education programs in schools and sports activities of young people, both of which provide a sound base for developing lifelong sports activities and competitive sports.

6) Coping with internationalization

In order to cope with an increase in the number of foreign students to be accepted in Japan, the Ministry is carrying out a wide range of measures for meeting the real needs of these students. These measures include: the improvement of structures in individual universities for teaching and guidance to foreign students; the provision of better housing accommodations for these students; and the provision of financial assistance to foreign students who are not recipients of Japanese Government scholarships. The Ministry is also striving to enrich foreign language teaching in schools, with emphasis on helping students to develop communication skills in a foreign language. The enrichment and improvement of programs for teaching Japanese to foreigners are also being promoted. Further, in order to cope with an increase in the number of Japanese children living overseas, the Ministry is carrying out various measures to improve and expand educational programs for these children, as well as for children who have returned home from a long stay abroad.

In April 1988, study abroad by upper secondary school students was institutionalized, so that these students might more easily go abroad to be enrolled in a secondary school in a foreign country.

7) Coping with the information age

The Ministry is striving to encourage programs for the development of information literacy both in schools and in non-formal education facilities. It is also facilitating the provision of more computers and other information equipment for educational establishments, both formal and non-formal. The in-service training of teachers regarding information science and technology is also being promoted. The Ministry is also encouraging research and

development work concerning educational software. In addition, in order to ensure the training and recruitment of an adequate number of information engineers, the Ministry is striving to increase university faculties and departments related to information science and technology mainly by restructuring or transforming existing faculties or departments.

APPENDICES

Appendix 1 Number of Institutions, Students and Teachers at Different Levels of Education, May 1988

a. Educational Institutions other than Institutions of Higher Education

Type of Institution		Number of Institutions	Number of Students	Number of Full-time Teachers
Kindergartens	Total	15,115	2,041,820	99,331
	National	48	6,606	275
	Local Public	6,251	467,611	25,517
	Private	8,816	1,567,603	73,539
Elementary Schools	Total	24,901	9,872,520	445,222
	National	73	47,527	1,778
	Local Public	24,658	9,763,547	440,600
	Private	170	61,446	2,844
Lower Secondary Schools	Total	11,266	5,896,080	288,641
	National	78	37,008	1,680
	Local Public	10,585	5,665,968	277,964
	Private	603	193,104	8,997
Upper Secondary Schools	Total	5,512	5,533,393	280,325
	National	17	10,337	625
	Local Public	4,189	3,961,092	216,389
	Private	1,306	1,561,964	63,311
Special Schools	Total	931	95,825	42,161
	National	45	3,667	1,337
	Local Public	869	91,270	40,542
	Private	17	888	282
Special Training Schools	Total	3,191	699,534	28,780
	National	172	18,013	753
	Local Public	177	26,112	1,814
	Private	2,842	655,409	26,213
Miscellaneous Schools	Total	3,685	451,988	20,106
	National	7	142	14
	Local Public	92	8,402	539
	Private	3,586	443,444	19,553

b. Institutions of Higher Education

Type of Institution		Number of Institutions	Number of Students	Number of Full-time Teachers
All Institutions	Total	1,123	2,495,986	141,658
	National	189	554,135	57,342
	Local Public	96	85,385	8,584
	Private	838	1,856,466	75,732
Universities	Total	490	1,994,616	118,513
	National	95	491,539	52,735
	Local Public	38	59,216	6,258
	Private	357	1,443,861	59,520
Junior Colleges	Total	571	450,436	19,264
	National	40	19,110	1,251
	Local Public	54	22,024	1,982
	Private	477	409,302	16,031
Colleges of Technology	Total	62	50,934	3,881
	National	54	43,486	3,356
	Local Public	4	4,145	344
	Private	4	3,303	181

Appendix 2 Chronological Table of the Development of the Modern Educational System in Japan

The Period of Introduction of the Modern Educational System. (1872–85)

1872 The Government Order of Education was promulgated. Under this order a national system of formal education was organized in three progressive stages of elementary school, middle school and university. Thus, the modern educational system was introduced.

The Period of Systematization of the Modern Educational System. (1886–98)

1886 The Elementary School Order, Middle School Order, Imperial University Order and Normal School Order were issued, and key educational institutions–elementary schools, middle schools, normal schools and imperial Universities–were organized. Elementary education of three or four years was made compulsory.

1894 The Higher School Order was issued, and higher schools were organized.

1897 The Teacher Education Order was issued, and normal schools and higher normal schools were organized as teacher training institutions.

The Period of Consolidation of the Modern Educational System. (1899–1916)

1899 The Girls' High School Order and Vocational School Order were issued, and girls' high schools and vocational schools were organized.

1900 The period of compulsory attendance was extended to four years throughout the country, and tuition in public elementary shcools was abolished.

1903 The College Order was issued, and colleges were organized.

1908 The course of the ordinary elementary school was extended from four to six years. The duration of compulsory attendance was also extended to six years.

The Period of Expansion of the Educational System. (1917–39)

1918 The University Order and the Higher School Order were issued and universities and higher schools were reorganized. These orders provided for the national government's recognition of private and local public universities and higher schools in addition to those established by the government itself.

1935 The Youth School Order was issued, and part-time youth schools were opened as educational institutions for working youth.

1939 Youth school attendance was made compulsory for boys aged 12–19 years.

The Period of Wartime Education (1940–45)

1941 The National School Order was issued, and elementary schools were renamed "National Schools". National schools were organized with six years of primary division and two years of higher division and the extension of compulsory education to the seventh and eighth grades was planned but not put into effect.

1943 The normal school system was reorganized. Since then, all elementary teacher training courses have been offered at the higher education level.

The Period of Implementation of the Post-war Education Reform. (1946–52)

1946 The report of the first U.S. Education Mission was submitted.

1947 The new Constitution was adopted, the Fundamental Law of Education and the School Education Law were promulgated. The so-called 6–3–3–4 system was established, and compulsory education was extended to nine years including three years of lower secondary education.

1948 Special education for the blind and the deaf was made compulsory. The Board of Education Law was promulgated, and popularly elected boards of education were set up in all prefectures and municipalities.

1949 The Private School Law was promulgated to promote education in private schools.

1950 The report of the second U.S. Education Mission was submitted.

1952 The Law concerning the National Treasury's Share of Compulsory Education Expenses was promulgated. This law authorized the national government to pay one-half of both teachers' salaries and instructional equipment for public elementary and lower secondary schools.

The Period of Improvement of the Post-war Education System. (1953–)

1953 The Central Council for Education was set up as supreme advisory committee for the Minister of Education.

1956 The Board of Education Law was abolished, and the Law concerning the Organization and Functions of Local Education Administration was promulgated. Under the new law, the local board of education which had been elected by the public was changed into a board to be appointed by the chief executive of the local government.

1958 The Law concerning Standard Class-size and Staffing Quotas for Public Compulsory Schools was promulgated. Under this law the maximum class-size was defined as 45 for both the elementary and the lower secondary schools.

1961 The Law concerning the Planned Establishment of, and Standard Staffing Quotas for, Public Upper Secondary Schools was promulgated, and specific standards for class-size and staffing of teachers were laid down for different courses of upper secondary school.

1962 The Law concerning Free Textbooks in Compulsory Schools was promulgated. Under this law the government started to distribute free textbooks among all elementary and lower secondary school children.

Colleges of technology were inaugurated.

1970 A new quasi-governmental organ named Private School Promotion Foundation was inaugurated. The Foundation was aimed at helping private educational institutions solve financial difficulties by means of provision of grants and long-term loans to these institutions.

1971 The Central Council for Education submitted to the Minister of Education a report in which drastic education reforms and innovations at all levels of education were recommended.

1976 A system of special training schools was introduced. Those "miscellaneous schools" offering systematic educational activities of an optimum standard were to be legally designated as "special training schools".

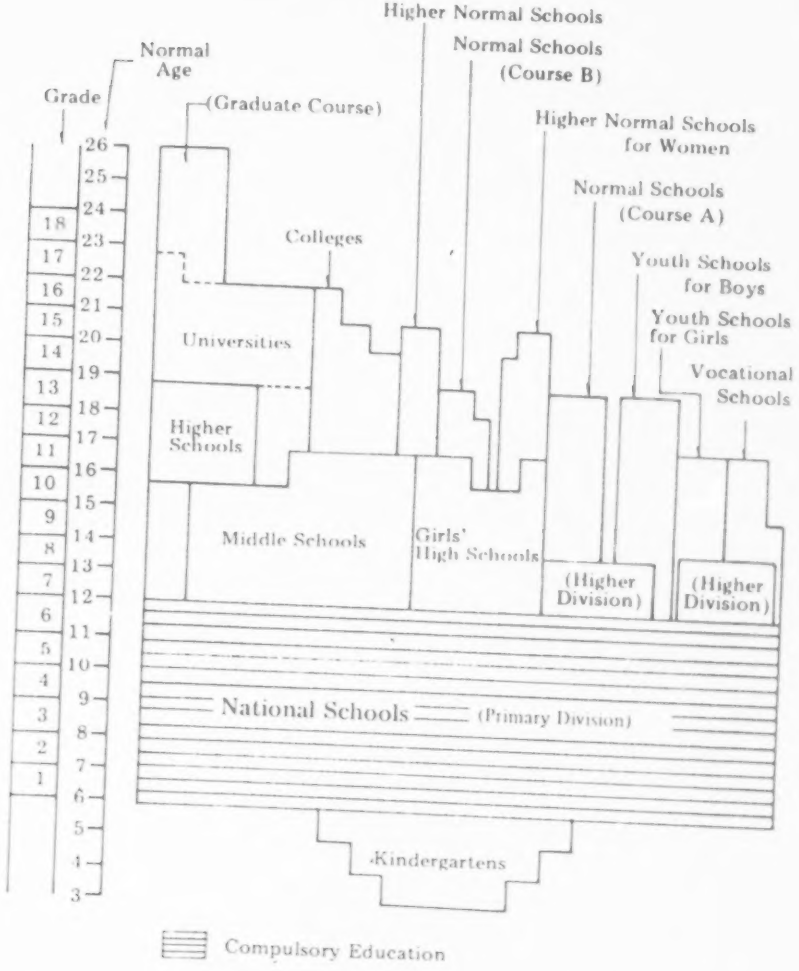
1979 Special education of physically or mentally handicapped children between the ages of 6 and 15 was made compulsory.

1984 The National Council on Educational Reform was set up as an advisory body to the Prime Minister.

1987 The National Council on Educational Reform submitted to the Prime Minister its third and fourth (final) reports.

The Government Published a policy peper entitled "Policy Guidelines for the Implementation of Educational Reform.

Appendix 3 Organization of School System in Japan, in 1941



Source *Education in Japan A Graphic Presentation* 1989

Appendix 4 Historical Trends in the Proportion of the Age Group Enrolled in Education at Different Levels, 1880-1988

a. Proportion of Compulsory School Age Children Enrolled in School

School year beginning in April of:	Male and Female	Male	Female	Duration of Compulsory Attendance
1880	41.1%	58.7%	21.9%	3 years
1890	48.9	65.1	31.1	4 years
1900	81.5	90.4	71.7	
1910	98.1	98.8	97.4	6 years
1920	99.0	99.2	98.8	
1930	99.5	99.5	99.5	
1940	99.6	99.6	99.7	
1950	99.6	99.6	99.7	9 years
1960	99.8	99.8	99.8	
1970	99.9	99.9	99.9	
1980	99.9	99.9	99.9	
1988	99.9	99.9	99.9	

b. Proportion of the Age Group Enrolled in Post-compulsory Secondary Schools

School year beginning in April of:	Age Range	Male and Female	Male	Female
1880	12~16	0.2%	1.1%	0.0%
1890	"	0.4	0.6	0.2
1900	"	2.9	5.0	0.8
1910	"	5.2	6.0	2.9
1920	"	8.3	10.5	6.0
1930	"	15.7	18.4	13.0
1940	"	20.3	23.0	17.7
1950	15~17	36.9	45.1	28.5
1960	"	55.5	59.3	51.7
1970	"	79.9	80.5	79.3
1980	"	92.9	92.0	93.8
1988	"	95.5	94.4	96.7

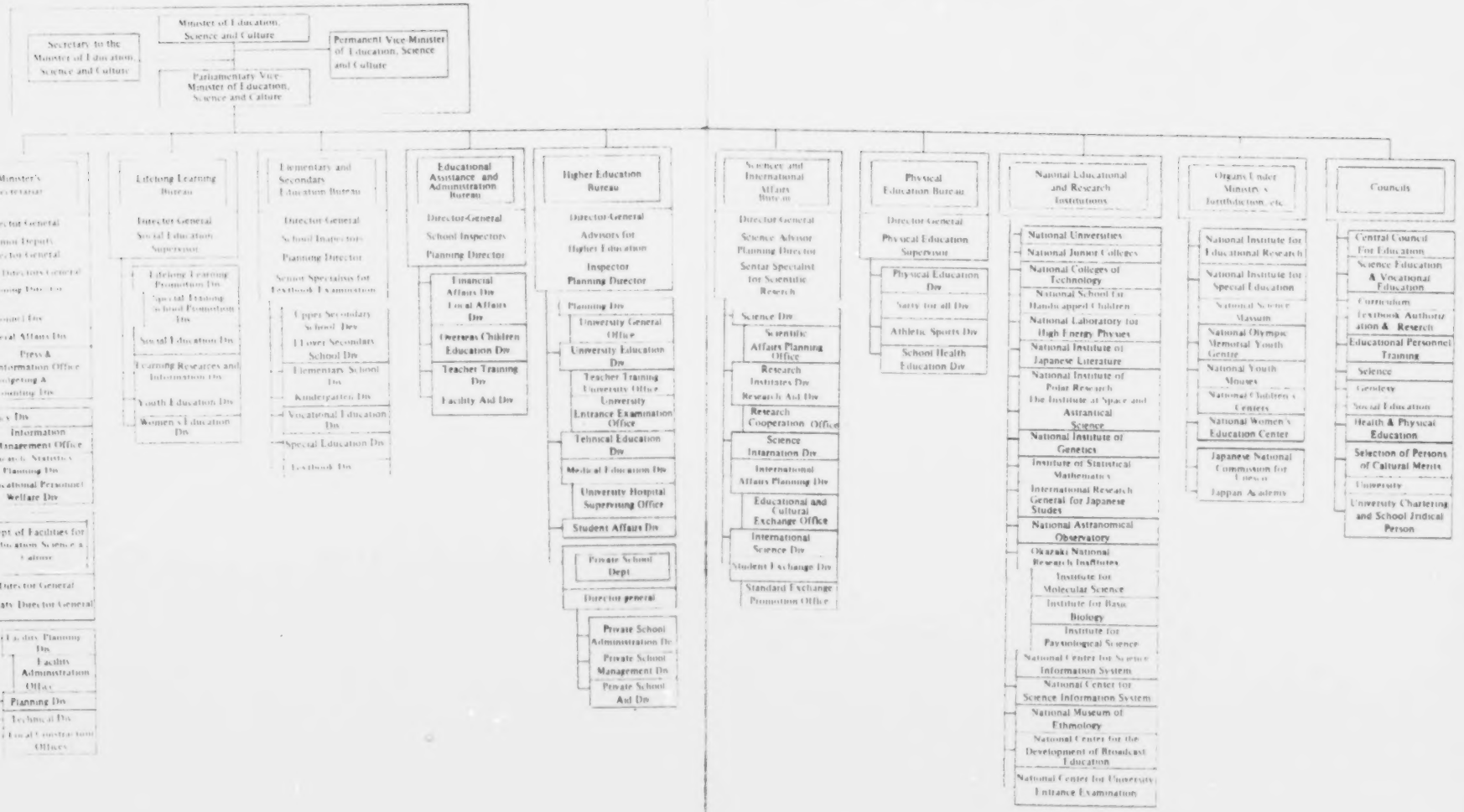
c. Proportion of the Age Group Enrolled in Higher Education

School year beginning in April of:	Age Range	Male and Female	Male	Female
1880	17~22	0.5%	0.9%	0.0%
1890	"	0.4	0.8	0.0
1900	"	0.6	1.2	0.0
1910	"	0.9	1.6	0.1
1920	"	1.1	2.0	0.2
1930	"	2.4	4.2	0.6
1940	"	3.2	6.2	0.7
1950	18~21	5.1	9.2	1.1
1960	"	9.7	15.3	4.0
1970	"	18.7	26.6	10.7
1980	"	27.4	41.7	12.6
1988	"	32.5	39.1	25.5

d. Proportion of Children Aged 3~5 Enrolled in Kindergartens

School year beginning in April of	Male and Female	Male	Female
1880	0.0%	0.0%	0.0%
1890	0.3	0.3	0.3
1900	0.7	0.8	0.7
1910	1.1	1.1	1.0
1920	1.5	1.6	1.4
1930	2.4	2.5	2.4
1940	3.5	3.6	3.5
1950	4.2	4.2	4.2
1960	15.1	15.2	15.0
1970	34.1	34.2	34.2
1980	42.6	42.5	42.8
1988	45.5	...	...

Appendix 5 Present Organization of the Ministry of Education, Science and Culture (as of February 1990)



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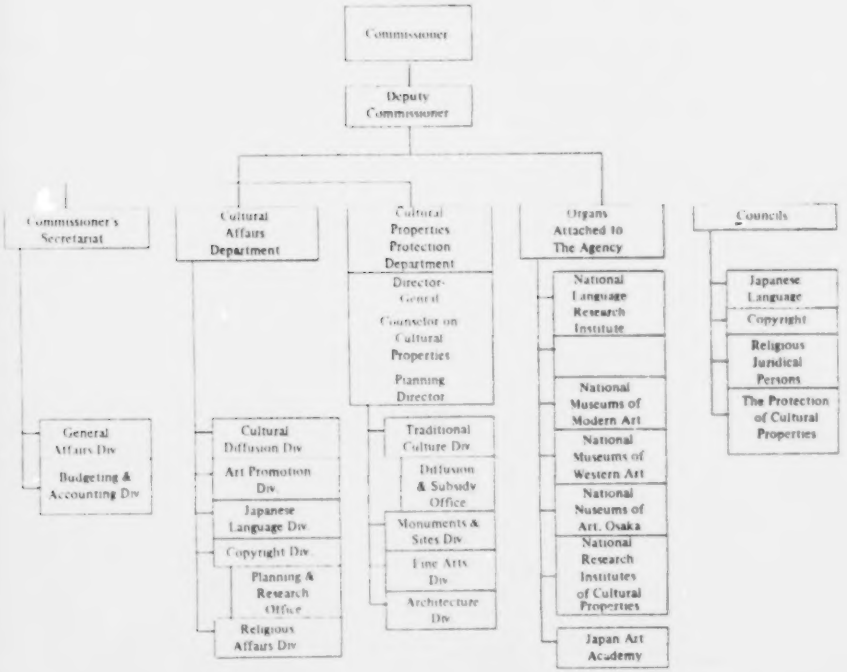

Appendix 6 Some Highlights of the Recommendations of the National Council on Educational Reform

The National Council on Educational Reform, an *ad hoc* advisory body to the Prime Minister, presented four successive reports during its three-year term of office from August 1984 to August 1987. (See *Chapter VII.*) In these four reports, the Council offered a great variety of recommendations on educational reform. This appendix presents some highlights of the recommendations. (The Roman numeral given in parentheses at the end of each recommendation shows in which report of the Council the particular recommendation was included. "I", "II", "III" and "IV" represent the first, second, third and fourth reports, respectively.)

A. Transition to a lifelong learning system

(1) The role of institutions of formal education in lifelong learning

Universities, upper secondary schools and other educational institutions should be improved so that adults may have the opportunity to learn there. To this end, special consideration should be given to securing more flexibility in the system of learning with a view to making the entrance requirements for these institutions more liberal and flexible. (II)

(2) Promotion of active learning activities

In order to help individuals carry out learning activities throughout life on their own initiatives and in accordance with their own needs, various measures should be taken, including: the development of a network for learning information; the development of appropriate structure for the presentation of relevant information and for counseling services; the provision of government assistance to non-governmental programs in, education, sports and culture; and the expansion of opportunities for participation in social services in the form of volunteer activities. (II)

(3) **Development of an infrastructure for lifelong learning**

Community structures ("lifelong learning towns") should spread throughout the country, in which all community people cooperate in promoting lifelong learning activities, so that they may carry out diverse learning actvities on their own initiative for the purpose of realizing a fulfilling life. (III)

Facilities for education, research, culture and sports should be utilized systematically as infrastructures for learning activities open to community people in common. To this end, these facilities should be improved as "intelligent" facilities equipped with advanced information and communications media, as well as with comfortable spaces for learning and living. (III)

(4) **Promotion of lifelong sporting activities**

Various government measures should be taken to promote sporting activities in respective communities and workplaces. In addition, mutual cooperation should be secured between the school and the community with regard to physical education activities. (III)

(5) **A Consultative Committee for the Promotion of Sports**

A high-level "Consultative Committee for the Promotion of Sports" should be set up in which experts and representatives from both governmental and non-governmental bodies participate. Thus consideration should be given to positive measures for the promotion of sports, including the improvement of government policies and services related to sports. (III)

B. **Reform of elementary and secondary education**

(1) **Enrichment of moral education**

In moral education emphasis should be placed on the teaching of basic manners and habits, the development of both self-control and a willingness to follow social norms in daily life,

and the development of a good attitude towards life. (II)

(2) **Basic direction for the improvement of the content of instruction**

Children should be enabled to fully acquire basic and essential knowledge and skills necessary for cultivating a sound basis for character formation throughout life. They should also be assisted in developing the competency for independent learning. To this end, the concentration of the content of instruction on the essentials should be attempted at all levels. (II)

(3) **A new system for textbook authorization**

The present screening of textbooks in three stages -- examining the first draft text, examining the second draft text, and examining the printed final draft text -- should be replaced by screening in a single stage. (III)

(4) **Creation of in-service training programs for beginning teachers**

In-service training programs for beginning teachers should be introduced so as to help these teachers develop capabilities for teaching and guiding children. All beginning teachers should be required to undergo one year of training immediately after their employment. (II)

(5) **Introduction of new types of secondary school**

Six-year secondary schools

Local governments and other appropriate bodies should be allowed to set up six-year secondary schools, which should be a new type of school designed to contribute to the continuous and progressive development of the personality of students by combining the existing lower secondary and upper secondary education. (I)

"Credit-system" upper secondary schools

With a view to enabling students to have easier access to an upper secondary education, a new type of upper secondary

school ("credit-system" upper secondary school) should be established which will have the function of recognizing the acquisition of credits for each subject, as well as of granting the qualification for graduation from an upper secondary school course on the basis of the total number of credits acquired by each student in various subjects. (I)

C. Reform of higher education

(1) Reform of the procedures for selecting university entrants

The existing "Joint First-stage University Entrance Examination" now required for all applicants for national and local universities should be replaced by a new "Common Test" to be utilized voluntarily by any university, national, local or private. (I)

(2) Liberalizing, and giving more flexibility to, the qualifications for university entrance

The government should consider concrete measures for granting university entrance qualifications to those students who have completed an upper secondary course lasting three years or more at special training schools, as well as to other competent people. (I)

(3) Individualization of institutions of higher education

In order to enhance the educational activities of our universities and to help each institution organize its own distinctive educational programs, the structure and content of both general and specialized educational programs should be examined. Universities should be allowed to develop distinctive structures for education and research, free from the traditional frameworks. (II)

(4) Promotion of basic research in universities

In order to promote basic research activities so as to bring them to a level worthy of international recognition, the following measures should be taken: the creation in universities of flexible research structure; the expansion of post-doctoral fellowship programs for training competent young researchers; and so on. (II)

(5) Drastic improvement and reform of graduate schools

The drastic improvement and reform of graduate schools are our urgent tasks. The clarification of the roles of master's and doctor's programs should be studied. Regarding the structure of graduate schools, diverse patterns, including "independent graduate departments" (i.e., graduate degree programs which have no corresponding programs at the undergraduate level in the same university) should be encouraged. Further, graduate schools should strengthen their own staff, facilities and equipment. (II)

(6) Strengthening of cooperation between universities and society

In order to strengthen cooperation between universities and society, the utilization of part-time lecturers and visiting professors should be considered, while relevant measures should be taken to enable university teachers to cooperate with research activities of governmental and non-governmental bodies. In addition, the following measures should be taken: further expanding joint research programs among industry, government and universities; ensuring the successful introduction and effective use of non-government funds for public universities; and so on. (II)

(7) Establishment of a National Council on Universities and Colleges

A National Council on Universities and Colleges should be set up as a standing committee responsible for deliberating on basic issues in higher education and for providing necessary advice and assistance to universities and colleges. The Council should be authorized to offer recommendations to the Minister of Education, Science and Culture. (II)

(8) **Appointment of university teachers**

In order to recruit teaching staff from a wider source, relevant measures should be implemented to give more flexibility to qualifications for university teachers so that universities may appoint teachers from among citizens who have worked in other sectors, as well as foreign nationals. (III)

The possibility should be explored of introducing a definite term of office for university teachers, with the aim of eliminating the closedness of teacher appointment, and of facilitating more mobility of teachers. (III)

D. Reforms for coping with internationalization

(1) **Establishment of new international schools**

New elementary and secondary schools (i.e., new international schools), where foreign children and those Japanese children who have returned from overseas study together with other Japanese children, should be established. (III)

(2) **Improving and reinforcing the mechanisms for accepting foreign students**

Thoroughgoing improvements should be rapidly implemented with regard to all aspects of receiving foreign students, including: reinforcing the mechanisms for teaching and advising foreign students in universities; imporving facilities for teaching the Japanese language; arranging suitable housing for these students; and awarding academic degrees to them. (II)

(3) **Review of foreign language education**

In teaching foreign languages, especially English, emphasis needs to be placed on the mastery of an international language (lingua franca) as a tool for international communication. From this point of view, a basic review should be made of the content and methods of English language instruction throughout lower and upper secondary schools and institutions of higher education. (III)

(4) **Enrichment of the teaching of Japanese to foreigners**

It is urgently required to carry out scientific research on the Japanese language as an international language and to develop appropriate teaching methods and materials. (III)

An examination scheme for certifying teachers of Japanese as a foreign language should be introduced to help improve the quality of teachers of Japanese (II)

E. Reforms for coping with the information age

(1) **Creation of new systems of teaching and learning relevant to the information-oriented society**

New systems of teaching and learning using every kind of information technology, that is, "systems relevant to the information-oriented society" should be created, so as to meet diverse demands for learning, and to heighten the spontaneity and creativity of learners. (III)

(2) **Utilization of information media in elementary and secondary education and in the education of adults and out-of-school youths**

In order to promote the utilization of information media in the education of adults and out-of-school youths and thus to develop learners' computer literacy, the following measures should be taken: the development, storage and dissemination of high-quality software for use in education; the development of the competency of teachers relevant to the information age; and the promotion of action research on applications of information media to educational processes. (II)

F. The issue of the beginning of the school year

While the present system of the school year beginning in April has taken root with the Japanese public for many years, a shift to a school year beginning in autumn would have a great significance for our educational system. Therefore, efforts should be made in the future to improve various relevant conditions for changing the beginning season of Japan's school year to autumn. (IV)

G. Reform of educational administration and finance

(1) Local boards of education: fulfilling and revitalizing their role

Local boards of education should be revitalized through the implementation of specific reforms including: 1) the introduction of a definite term of office for the superintendent of education and the making of the municipal superintendency of education a full time post (under the present system one of the members of the municipal board is appointed as the superintendent); and 2) the improvement of the efficiency of business management of education boards in small municipalities through cooperation with neighboring municipalities. (II)

(2) More rationalized and more efficient educational finance

It is necessary that an overall review be made of the existing systems and measures in education, with a view to reexamining the division of roles and cost sharing between the national and local governments, rationalizing the methods of administering educational services, making beneficiaries' financial contribution more reasonable, and making more efficient use of public properties. More rational and more efficient financing of education should thus be ensured. (III)

(3) Reorganization of the Ministry of Education, Science and Culture

Strengthening the policy-making functions of the Ministry

In the coming years, the Ministry of Education, Science and Culture will have to give greater weight to its policy-making functions. To this end, it is necessary to review the existing organization of the Ministry with a view to strengthening its functions of conducting studies and surveys, making analysis, formulating policies and presenting information, concerning government policies for education, science and culture. (IV)

Reorganization of the National Institute for Educational Research

It is necessary to strengthen the research functions of the Institute for contributing to the Ministry's policy-making activities, and to enhance its functions as national research center concerning school curricula, teaching materials, teaching methods, etc. From this angle, it is necessary to improve the activities of the institute by reorganizing its structure and by other means. (IV)

Reorganization of the Ministry to cope with shift to a lifelong learning system

With a view to positively coping with shift to a lifelong learning system, it is essential for the Ministry to strive to restructure its organization by, for example, reorganizing the Social Education Bureau into a bureau responsible exclusively for government services for lifelong learning. (IV)

Appendix 7 Policy Guidelines for the Implementation of Educational Reform

As determined by the Cabinet in October 1987 –

In carrying out the current educational reform, it is necessary for the government to strive to steadily carry out this reform, in the light of the direction of educatioanal reform, as well as the basic principles and concepts of education recommended by the National Council on Educational Reform. In this effort, attempts should be made to ascertain the inter-relations among the various recommendations of the Council dealing with a wide range of subjects, and to secure consistency between these recommendations and the existing government policies. For this reason, in accordance with the following guidelines, the government will consider and plan necessary reform policies, and will strive to implement the policies gradually.

1. Development of Lifelong Learning Structures

(1) In order to promote diverse learning activities of people throughout life, the government will strive to develop an infrastructure for lifelong learning, by helping individual prefectures develop an appropriate structure for promoting lifelong learning, by helping individual municipallities develop and improve their facilities for education, culture and sports, by providing more people with the opportunity to learn at the University of the Air, and by other means.

(2) With a view to developing a wide range of opportunities for learning throughout life, the government will consider various issues including how to secure links between facilities for non-formal education and private educational enterprises. With this aim, it will immediately start to review the existing laws and regulations related to non-formal education and work out relevant amendments to these laws and regulations.

(3) In order to help correct the adverse effects of undue emphasis placed on the educational backgrounds of individuals, the government will strive, from an overall perspective, to help improve recruitment procedures in industrial firms and in government offices. It will also endeavor to help create a society where the results of learning throughout life are duly evaluated. For this purpose it will carry out relevant measures including the reform of the existing systems for granting official vocational qualifications.

(4) In order to promote overall the development of vocational capabilities of workers throughout then working life, the government will consider: the promotion of programs for developing employees' vocational capabilities within industrial firms; the improvement of universities and graduate schools as institutions where working adults can participate in learning activities; the development and promotion of vocational training centers; and the development of networks of these firms, institutions and centers. In order to encourage workers to enlighten themselves, the government will help reduce their working hours, and help disseminate the system of paid leave of absence for educational and training purposes.

(5) In order to promote the sports activities appropriate for the health conditions and physical fitness of people at the different stages from early childhood to advanced age, the government will strive to help enrich various events for sports and recreation and to improve the quality of trainers and coaches for sports and recreation activities. It will also conduct relevant studies on government measures for ensuring an overall development of certain selected localities by taking advantage of the energy of the privates ector.

(6) In order to improve competitive sports, the government will promote the sports activities of young people which provide a base for developing competitive sports. It will also strive to improve various environmental conditions for upgrading the international competitiveness of Japanese people in sports.

(7) In order to contribute to the promotion of sports activities, the government will immediately begin to consider relevant strategies for promoting sports activites with the cooperation of a number of knowledgeable people.

2. Reform of Elementary and Secoundary Education

(1) In order to improve and enrich the school curriculum and enrich moral education, the government will promulgate in the autumn of 1988 new Courses of Study for kindergartens, elementary schools and lower secondary schools. (It will issue in the spring of 1989 a revised Course of Study for upper secondary schools.) The Courses of Study will be put into effect one after another.

(2) The government aims to reform the textbook authorization system in the school year 1988, and will begin to apply the new system to the textbooks to be compiled in accordance with the new Courses of Study.

(3) To improve the quality of teachers, the government will make necessary preparations for creating a national system of induction training for beginning teachers. In addition, it will also make necessary preparations for improving the existing system of teacher training and certification.

(4) The government will strive to steadily implement national plans for the improvement of staffing quotas for elementary and secondary schools, including a plan for the reduction of the maximum class size at elementary and lower secondary schools to 40. It will also strive to eliminate excessively large schools as soon as possible, taking account of the demographic trend in the number of pupils in the future, and thus to help make the size of every school an optimum one.

(5) In order to make upper secondary education systems more diverse and more flexible, the government will urgently consider the creation of "credit-system" upper secondary schools, and will carry out necessary preparations for making the duration of part-time and correspondence courses of upper secondary school more flexible.

(6) The government will actively carry out policies for helping children train their bodies and minds and for helping foster in them rich setiments, by providing them with more opportunities to live in the natural environment.

3. Reform of Higher Education

(1) In order to meet diverse demands from the public, the government will promote the individualization, diversification, enhancement and vitalization of the activities of individual universities, on the basis of the results of deliberations by the University Council. To this end, the government will positively consider various issues of university reform, such as: amendments to the Standards for the Establishment of Universities to make the provisions thereof broader and simpler; the issues concerning the system of awarding graduate degrees, including the feasibility of setting up a special organ for awarding graduate degrees; and the reform of the organization and management of universities, including the introduction of a definite term of office for university teachers on a selective basis. Then the Ministry will take active measures for implementing relevant reforms.

(2) In order to enrich and reform graduate schools, the government will promote the improvement, enhancement and diversification of graduate schools in general. In addition, the government will study the realization of the idea of an independent graduate school to be created on the basis of the mutual cooperation of national inter-university research institutes, as well as an independent graduate school which will conduct education and research oncerning high-level advanced science and technology.

(3) The government will make necessary preparations for the introduction of a new testing program for the selection of university entrants, which will begin to be effective in selecting entrants for the spring of 1990. The government will expand

services for providing university applicants and upper secondary schools with useful information about individual universities.

(4) In view of the important role of private institutions in the formal education system, the government will expand financial assistance to these institutions, placing emphasis on assistance for unique and distinctive educational and research projects.

4. Promotion of Scientific Research

(1) In order to ensure the development of creative and advanced basic research, the government will take active measures for increasing grants in-aid for scientific research, for developing young researchers, and for encouraging basic research activities in priority areas.

(2) In order to cope adequately with diverse demands for universities from society, the government will strive to help universities expand cooperative research activities with industries or other external organs and to help them develop cooperative research centers.

(3) In order to help develop scientific research and to contribute to the international community, the government will promote international joint research projects, as well as the exchange of researchers.

5. Reforms to cope with the Changes of the Times

(1) In order to ope with the increase in the number of foreign students to be accepted in Japan, the government will develop and improve systems and structures for accepting foreign students helping individual universities improve their teaching and giuidance activities for foreign students, by expanding living accommodations for them, and by increasing financial and other assistance to foreign students other than Japanese Government Scholarship students. In addition, the government will help improve and enrich programs for the teaching of Japanese to foreigners.

(2) In order to contribute to the improvement of foreign language teaching, the government will invite more young people from overseas who serve as instructors of foreign languages. In addition, as a result of internationalization in various sectors, there are a growing number of Japanese children living abroad. To cope with this situation, the government will improve and enrich educational programs for these children as well as for children who have returned home from a long stay abroad.

(3) The government will strive to help people acquire information literacy through both formal and non-formal education, and to help universities and other educational institutions train experts who will take the lead in creating and developing an information-intensive society. To this end, the government will promote: the improvement of the curriculum related to information science and technology; the provision of information equipment, the enrichment of the in-service training of teachers, and the development of model software for teaching and learning. In addition, the government will strive to increase faculties and departments related to information science and technology by reorganizing or transforming existing faculties and departments, and by other means.

(4) With a view to developing an infrastructure for bringing about creative and most advanced scientific research, the government will promote the development of science information systems which will contribute to the speedy and accurate presentation of science information and to the dissemination of research findings. It will also promote the creation of data bases by university researchers.

6. Reform of Educational Administration and Finance

(1) In order to cope actively with the transition to a lifelong learning system, and in order to strengthen the policy-making functions of the Ministry of Education, Science and Culture,

the government will strive to finalize a concrete plan for the reorganization of the Ministry in the course of compiling the national budget for the fiscal year 1988, with the aim of implementing the reorganization in July 1988.

(2) The government will reorganize the National Institute of Educational Research with a view to strengthening its research functions for contributing to the Ministry's policy-planning activities, as well as to giving the Institute the function of a national research center concerning school curricula, teaching materials, teaching methods, etc. The government will immediately begin to consider how to implement the reorganization.

(3) In order to help vitalize the activities of local boards of education, the government will consider and prepare the introduction of a definite term of office for the prefectural and municipal superintendency of education, as well as the making of the municipal superintendency of education a full-time post. In addition, the government will strive to help improve and enhance the structure and management of local boards of education.

(4) In carrying out educational reform the government needs to secure an integrated administration of related policies and measures in education, science, culture and sports, since these different fields are inter-related organically and synthetically. For this reason, the government will give due consideration to a selective allocation of necessary funds in the financing of education, with a view to carrying out educational reform measures in all fields of education, science, culture and sports, in the light of the spirit of the recommendations of the National Council on Educational Reform.

7. Mechanism for facilitating the Implementation of Educational Reform

With a view to implementing, as soon as possible, the policies and measures to be taken in response to the recommendations of the National Council on Educational Reform, the government will establish an ad hoc body for facilitating the implementation of educational reform.

8. Other Reforms

With regard to the other reforms recommended by the National Council on Educational Reform, the government will consder, in the light of the spirit of the Council's recommendations, how to implement these reforms, and will implement them gradually.